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ABSTRACT

To provide more information about school-community initiatives, a mapping project was developed to show the broad outlines of the movement to bring about change through school-community efforts and to show some of the movement's more specialized details. Focusing on initiatives at the kindergarten through grade 12 level, the mapping project selected 20 initiatives as examples. Part 1 of the report, "Charting the Basic Terrain," describes four major approaches to school-community initiatives, the primary purposes and strategies associated with each approach, and the relationships among them. Part 2 of the report, "Mapping Key Features," describes 10 aspects of school-community initiatives about which policymakers and practitioners often ask and presents summary profiles of the 20 initiatives. Part 3, "Strengthening Schools and Sustaining Innovations," broadens the focus of the study from a descriptive analysis of school-community initiatives to consideration of their impact on the quality of education and their long-term staying power and expansion. School-community initiatives contribute to school improvement by fostering positive relations with staff, developing parent participation and leadership, and ensuring access to the school's decision-making process. The sustainability of school-community initiatives depends on stable leadership and permanent financing strategies, as well as diversified funding, careful site selection, visibility, and organized constituent support. A brief set of recommendations for funders, policymakers, and practitioners is included. Appendix A contains additional information about each initiative and contact information. Six other appendixes discuss particular aspects of the operation of school-community initiatives. (Contains 5 tables, 21 figures, and 21 endnotes.) (SLD)

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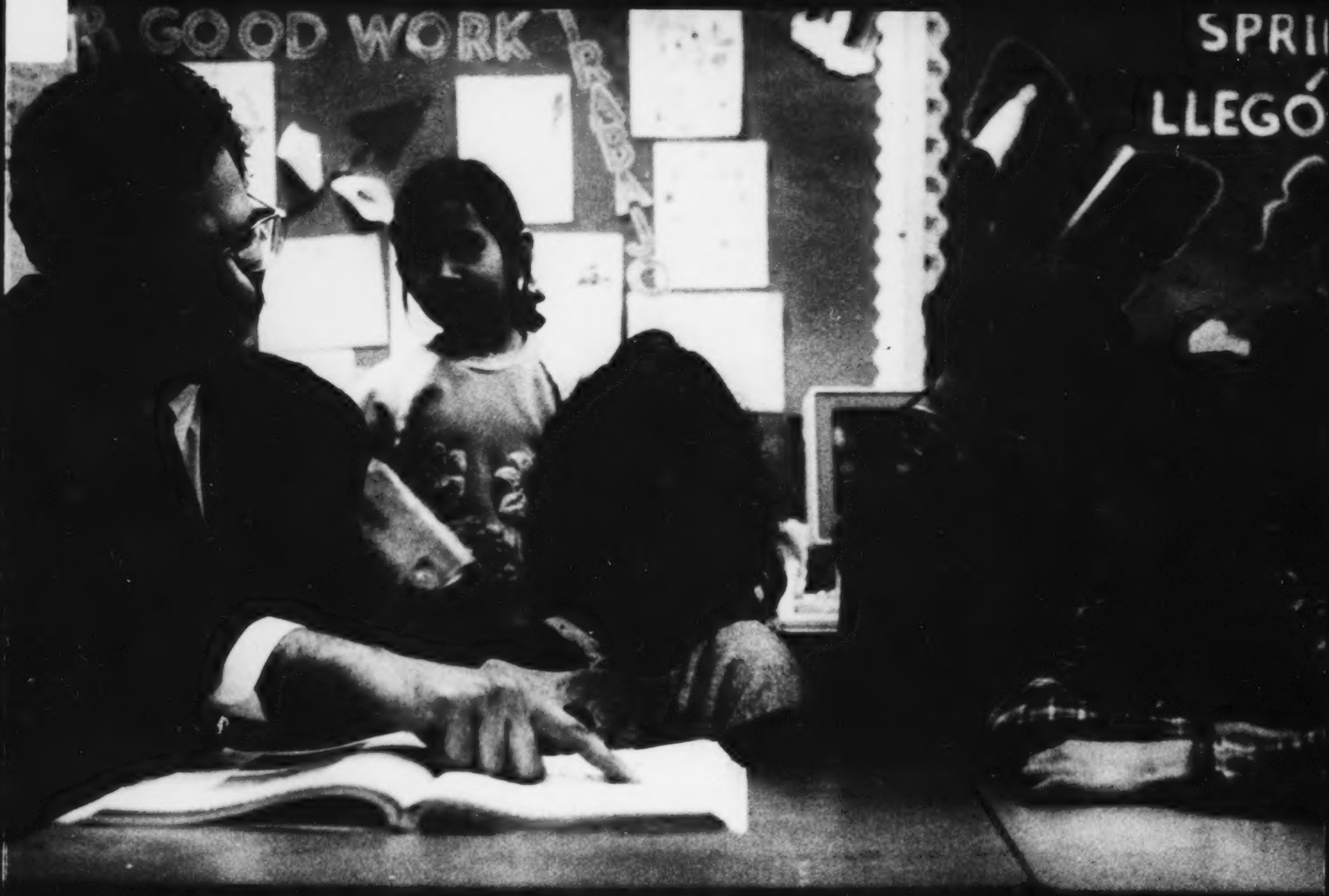

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Learning Together

The Developing Field of School-Community Initiatives

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Learning Together

The Developing Field of School-Community Initiatives

September 1998

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IN PARTNERSHIP WITH
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Acknowledgments

Many people and organizations worked very hard to make *Learning Together* a reality. Most important is everyone across the country who is working to build stronger relations between schools and their communities in the belief that these strategies will improve learning and enhance the well-being of our children, families and communities. We are particularly grateful for the effort of the 20 school-community initiatives whose work is chronicled in this document. Leaders from these initiatives worked overtime to complete surveys, participate in telephone interviews, join us for a conversation at the National Center for Community Education (NCCE) in November 1997 and carefully reviewed multiple drafts of the document. Their journeys create this map.

An extraordinary debt of gratitude is owed to the author, Atelia I. Melaville. She brought to this challenging task a remarkable set of analytic and writing skills, combined with a passion for helping communities improve the well-being of their children, youth and families.

This paper would not have been possible without the support of our partner organizations. Our primary partners, Dan Cady and Pat Edwards of NCCE, helped support the meeting of representatives of all of the initiatives and contributed their years of experience in the community education field. Richard Murphy of the Center for Youth Development and Policy Research at the Academy for Education Development, and Joan Wynn of the Chapin Hall Center at the University of Chicago, added their experience in youth development and community initiatives. Their wisdom and experience, used in framing the mapping effort and reviewing the draft document, have helped make an infinitely better product.

Any document like this requires a dedicated support team. Candice Tollin of IEL led that support team, diligently following through with sites and in the final analysis making sure that we got all of the details right in preparing the final product. Maren Norten provided back-up help.

And finally we are grateful to the Charles Stewart Mott Foundation for making this project possible. Mott has been a leader in efforts to connect schools and communities since the 1930s. This paper is a sign of Mott's continuing leadership in this field.

I have been privileged to work with all of these people to bring this project to completion. I am grateful for the opportunity.

Martin J. Blank
Project Director
Institute for Educational Leadership

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Introduction

So much is riding on our schools. As parents and communities, we have entrusted them with our greatest resource and tangible investment in the future: our children. As a society we look to the schools and the free and equal education they provide to ensure a level playing field for every student, regardless of their birth or privilege. The sheer magnitude of what we ask of these institutions — to promote learning, prepare a workforce and create a citizenry — puts them at the heart of our communities and endows them with special status.

But our schools are not standing alone. One of the most important, cross-cutting social policy perspectives to emerge in recent years is an awareness that no single institution can create all of the conditions that young people need to flourish, not only in school but in their careers, and as parents. An active, engaged community — beginning with parents, neighborhood leaders and religious institutions, and including public and nonprofit service providers, community-based organizations and local governments — has an enormous role to play in supporting the schools' mission. The community can expand the opportunities for growth and development that take place not only during school but also before and after school, in the evenings and on weekends.

School-community initiatives are a major source of that engagement. These relationships come in all shapes and sizes. Defined in this report as "intentional efforts to create and sustain relationships among a K-12 school or school district and a variety of both formal and informal organizations and institutions in the community," these initiatives share a similar conviction: When schools — as physical centers of their communities, as institutions with major resources and as networks of social relationships — connect with other community resources, young people learn and develop, and communities are strengthened.

The number of school-community initiatives has grown rapidly in recent years, fueled by a variety of advocacy and reform efforts. Their diversity is tremendous and not well understood. This report is based on surveys, interviews and focus groups with a diverse group of 20 nationally recognized school-community initiatives. It is a beginning effort to map the school-community terrain — its broad outlines, its key features and important lessons, and, most of all, its emerging trends and directions. With this knowledge, community leaders and planners, practitioners, technical advisers and funders will be better able to support, adapt and expand the best features of this important field.

Background

The idea of the school as the heart of the community and a gathering place for all ages to learn, spend time together and discuss concerns is as old as the one-room school house and as familiar as the village green. Fueled by the Charles Stewart Mott Foundation, a formal community education movement designed to make schools the social, educational and recreational anchor of their communities, and to involve adults as well as young people in life-long learning, began more than 60 years ago in Flint, Michigan. Community education's emphasis on broad-based involvement of all sectors of the community has helped it stay in touch with changing needs and sustained vitality. Thousands of community education programs across the country attest to its steady and continuing efforts.

In the past decade, however, the number of school-community partnerships has increased exponentially. Many long-standing initiatives have undergone significant change. Growth has come in response to greatly expanded activity in four key areas of policy and practice and their extension into the schools. Overall this expansion reflects:

- the call for improved educational quality and academic outcomes among young people;
- the demand for more efficient and effective health and social service delivery designed to meet the comprehensive needs of children and families;
- increased recognition of the developmental needs of young people and the importance of building on their assets; and
- expanded efforts to strengthen the human, social and economic underpinnings of neighborhoods and communities.

It is not an easy task for institutions used to a high degree of autonomy to open their doors. Many schools are doing just that, however, and a variety of public and private institutions that share responsibility for what happens to young people, families and neighborhoods (including government, religious institutions, civic organizations, business groups, neighborhood associations, nonprofit organizations, parents and community leaders), are walking in. Schools know, as a recent U.S. Department of Education report verifies, that the most high-performing schools serving disadvantaged children distinguish themselves by finding innovative ways to connect with parents and private-sector partners. "Overall," the report noted, high-performing "schools make use of their communities and reach out beyond the schools' walls."[1]

What do we know about the rich mosaic of school-community initiatives that has resulted from all this activity? Not nearly enough to support the rapid development of new initiatives and to ensure that knowledge and practice in this field are captured, made widely available and expanded. Long-term, comprehensive evaluation studies are beginning in several initiatives, and preliminary data on the achievements in many others are encouraging.

Practitioners, advocates and funders working to strengthen and sustain the growing number of school-community initiatives are seeking systematic information about what the field looks like and what initiatives are actually doing at the site level.

The School-Community Mapping Project

The School-Community Mapping Project, a joint effort of the Institute for Educational Leadership and the National Center for Community Education, in partnership with the Center for Youth Development and Policy Research and Chapin Hall Center for Children at the University of Chicago, with funding from the Mott Foundation, developed this report in response to the desire for more information about school-community initiatives.

Maps are designed to provide a simplified picture of an area too large to see from close range. This mapping effort, presented in narrative form, shows both the broad outlines of the school-community terrain as well as some of its specialized features. The intent of this document is not to evaluate individual initiatives or approaches. Rather its purpose is to describe and analyze an emerging field of practice that we believe has significant potential for improving results for children, youth, families and their communities. Our hope is that *Learning Together* will help policymakers, funders, educators, community leaders and organizational partners to:

- more fully understand ongoing school-community efforts, anticipate tensions and new directions, and make advancements;
- create networks and linkages across individual initiatives in order to share new ideas, approaches and strategies, find better ways to mobilize political and financial support, and strengthen and sustain their progress; and

- realize the power of school-community initiatives and assess local readiness to launch or expand an appropriate strategy.

Method

Learning Together is based on the experiences of a sample of national, state and local school-community initiatives (see box). Although only a small fraction of the activity in the field, this collection of efforts reflects the broad parameters of the school-community terrain and provides a rich data set in which variation and process patterns across key variables can be seen.

Each partner in the Mapping Project recommended enterprises they knew to be both substantive in content and representative of the field's diversity. Care was taken to capture "outliers" — smaller, less well-known but innovative initiatives, as well as major, highly visible efforts. In a series of discussions the list of initiatives was distilled to 20. Given resource limitations, the partners made a conscious decision to focus on K-12 initiatives.

We did not select initiatives focusing exclusively on early childhood or out-of-school youth although several initiatives in the sample include activities aimed at these groups.

We asked selected initiatives to 1) complete a written survey to provide basic information and to indicate areas of growth and change; 2) participate in a follow-up telephone interview to further explore a set of key issues; and 3) take part in a two-day working session with other initiatives to discuss survey findings and additional questions posed by survey results.

Gathering detailed information at each initiative, community and site level was not possible, given the time and resources this would have entailed. Instead, we encouraged initiatives to complete the survey in a small group that reflected information, perspective and activity at all levels. We also invited initiatives to have more than one person participate in follow-up interviews. For the most part, surveys were completed by initiative-level staff familiar with site-level activities. Findings are based on their informed judgments about what is happening at an *average* site within their initiative, and our analysis of that information.

Summary profiles of each initiative in the sample are sprinkled throughout Part Two.

A Word About Mapping

The maps in this report are designed to chart the broad features and key dimensions of a changing terrain. Readers should understand that, like all maps, these are constrained by certain limitations in what they can depict.

Generalization. An effective map retains the main features and distinguishing characteristics of a landscape while omitting excessive details, which can be confusing. The guiding questions and key features that organize this report reflect the mapping project's decisions, based on extensive knowledge of the field about the most salient aspects of the school-community terrain.

Equalization. The most useful maps strive to depict all areas of a landscape with the same degree of specificity. In this mapping effort, not all of the 20 sites completed the survey to the same extent or with the same level of detail. Respondents either did not have information or felt that particular questions did not apply to their efforts. For readability, we have tried to keep sample details to a minimum when reporting findings. However, tables and figures indicate the size of the responding sample on which findings are based.

Scale and Accuracy. Maps by definition are graphic representations of a landscape drawn to scale. The data on which these maps are based reflect a cross-section of the school-community terrain rather than a true statistical sample. They should be understood to offer a reasonable, but admittedly rough, approximation of a very broad terrain rather than drawn-to-scale accuracy. The percentages and distributions presented in this document therefore are only suggestive of what the entire school-

Participants in the Mapping Project

Alliance Schools Initiative
State of Texas

Beacons Schools
New York, NY

Birmingham Community Schools
Birmingham, Alabama

Bridges To Success
Indianapolis

Caring Communities
State of Missouri

Children's Aid Society
Community Schools
New York City

Communities In Schools, Inc.
Alexandria, Virginia

Community Education Centers
St. Louis, Missouri

Community Education Program
St. Louis Park, Minnesota

CoZi Project
Yale University Bush Center
Child Development & Social Policy
New Haven, Connecticut

Family Resource
and Youth Services Centers
State of Kentucky

Family Resource Schools
Denver, Colorado

Full Service Schools
Jacksonville, Florida

Healthy Start
State of California

New Beginnings
San Diego, California

New Visions for Public Schools
New York City

School-Based Youth Services Program
State of New Jersey

Readiness-to-Learn Initiative
State of Washington

Vaughn/Pacoima Urban Village
San Fernando, California

West Philadelphia
Improvement Corps
Philadelphia, Pennsylvania

community terrain looks like, based on this cross-section of activity. While these numbers should be used carefully, the mapping project has a strong degree of confidence in its general findings.

Point-in-Time Depictions. Maps tend to describe stationary features of a landscape at a given point in time. The use of guiding questions and discussion of issues and findings in all sections are intended to remind readers of the dynamic quality of these initiatives and suggest the directions in which the entire field is moving.

Acknowledging Complexity

The enormous diversity in school-community initiatives has made this mapping effort necessary, and difficult. Simple comparisons are bedeviled by complexities in scope, design and implementation both across and within initiatives. The purpose of this report, in part, is to illuminate these complexities. Within this sample, for example, the scope and extent of local implementation vary widely. Some are national efforts, some are statewide and others are local. They may provide activities in multiple communities, in multiple sites in the same community or as single-site initiatives.

In addition, oversight and management of these initiatives often occur at more than one level. In initiatives that operate at multiple sites in the same jurisdiction, oversight is generally provided

Key Definitions

- A school-community **initiative** is: An intentional effort to create and sustain relationships among a K-12 school or school district and a variety of both formal and informal organizations and institutions in the community.
- A **community** is: A major geographic jurisdiction, usually a city, county or school district(s) in which a school-community initiative is located and administered. Communities typically include numerous neighborhoods — smaller, more localized geographic areas in which individual sites of the school-community initiative are located.
- A **site** is: The initiative's primary operating base and activity location at the neighborhood level, typically a school.

at the community level, with some degree of shared decisionmaking at the site level. In state-involved efforts operating in multiple communities, oversight and management are distributed across state, community and site levels. In single-site initiatives, community-level oversight and management may or may not exist. Variation among sites — even within the same initiative — is substantial. This variety is often most evident in the activities that are provided, but it occurs in every key dimension from funding, staffing and management, to participation and impact.

As already noted, the findings throughout the report are based on the initiatives' informed judgment about what is characteristic of most sites. We recognize that these data do not precisely describe any one site. What they do provide, however, are best estimates, at the same unit of analysis, that allow us to look across very different initiatives and to draw conclusions about the purposes, dimensions and impact of a broad and important field of endeavors.

Organization and Major Findings

The report is divided into three major parts. Each addresses a central question or questions. The answers generated help describe the field as it is, raise current issues and major lessons, and suggest future directions. To assist the reader, sections are organized around each mapping question and begin with a brief overview and summary of findings. Analysis and discussion of the findings follow. Vignettes drawn from survey initiatives illustrate key points. Each part, and each key feature in Part Two, ends with suggested questions to help readers reflect on their own work. In addition, brief profiles of each survey initiative are located in boxes throughout Part Two. The index included in the Table of Contents provides a ready reference to these profiles and to additional vignettes about each initiative. Summary information on each initiative and contact information are included in the Appendix. A Conclusion summarizes findings and offers recommendations.

This map is designed to report both major themes and fairly detailed information on specific aspects of school-community initiatives. Readers are encouraged to select those areas in which they have the most interest and to begin at whatever point in the document is most relevant to them.

Part One: Charting the Basic Terrain asks: *To what extent is the field of school-community initiatives characterized by competition among significantly different approaches, purposes and strategies?* In order to map the broad outlines of the field, the chapter describes four major approaches to school-community initiatives, the primary purposes and strategies associated with each approach, and the relationships among them across the field.

Part One concludes that the school-community terrain is characterized not so much by separate and distinct approaches as by an evolution toward blended and complementary purposes and strategies that together constitute an emerging field of knowledge and practice.

Part Two: Mapping Key Features, in separate sections, describes 10 aspects of school-community initiatives about which policymakers and practitioners often ask. These are: 1) initiation, 2) governance, 3) site-level coordination and staffing, 4) financing, 5) range of activities, 6) location and availability of activities, 7) intended participants, 8) actual participants, 9) accountability and 10) technical assistance. These features are linked in a final section, which addresses an overarching question: *To what extent is the field characterized by initiatives that are primarily school-led or community-driven?*

Part Two concludes that the dichotomy between school-led and community-driven initiatives often used to describe major differences in school-community initiatives does not aptly characterize the field and argues that it is better depicted as school-based and community-involved.

Part Three: Strengthening Schools and Sustaining Innovations broadens the focus of the report from a descriptive analysis of school-community initiatives to a consideration of their impact on the quality of education and their long-term staying power and expansion. It asks two major questions. First: *To what extent are school-community initiatives influencing what happens in schools including classroom instruction and curriculum design?* Drawing on discussion with initiatives:

Part Three argues that school-community initiatives incrementally develop the ability to strengthen school functioning. Initiatives contribute to school improvement by fostering positive relations with staff, developing parent participation and leadership, and ensuring access to the school's decisionmaking process. As initiatives mature they are more likely to play a role in specific aspects of academic school reform, including influencing classroom instruction and curriculum development.

The second major question in Part Three asks: *What are the key factors that affect the sustainability and "scaling up" of school-community initiatives?* A major finding in this section suggests that:

Stable leadership and permanent financing strategies are essential factors in sustaining and expanding initiatives. Diversified funding, careful site selection, visibility and organized constituent support are also important. "Going to scale" depends not only on increasing the number of sites but also on the extent to which new activities and relationships penetrate and transform schools, their partner institutions and neighborhoods.

A brief **Conclusion** summarizes findings. It argues that:

Despite individual differences, the field as a whole is moving toward a set of interlocking principles designed to create opportunities for young people and families, foster positive relationships within schools and across all sectors of the community, build on individual strengths, and create community-wide capacity to identify issues, marshal resources and promote social and economic well-being for families and neighborhoods.

A brief set of recommendations for funders, policymakers and practitioners concludes the paper.

Part One

Charting the Basic Terrain

MAJOR MAPPING QUESTION:

To what extent is the field of school-community initiatives characterized by separate and potentially conflicting approaches, purposes and strategies?

OVERVIEW

In order to map the broad outlines of the field, this chapter highlights four distinct advocacy and reform approaches that have shaped the design and implementation of most school-community initiatives: services reform, youth development, community development and school reform. We asked initiatives which of the purposes and strategies most closely associated with each approach are most important to their work.

FINDINGS

- The school-community terrain is characterized not so much by separate and conflicting approaches as by an evolution toward blended and complementary purposes and strategies that together constitute an emerging field of knowledge and practice.
- Virtually every initiative is actively engaged in pursuing purposes and strategies related to all the major approaches. Purposes associated with services reform and youth development were cited most often. School reform and community development followed at some distance.
- Within initiatives, purposes associated with services reform and school reform are often linked, as are those connected to youth development and community development.
- Most initiatives included collaboration as one of their top three strategies, regardless of what they considered their most important purpose. This suggests that collaboration is being used by initiatives as a tool to mobilize partners behind the vision of community-school initiatives.

ANALYSIS AND DISCUSSION

Major Approaches to School-Community Initiatives

In recent years, overlapping academic, social, economic and health issues have challenged growing numbers of young people, their families and the institutions that serve them. In response, several key areas of advocacy and reform have greatly expanded and extended their activities into the schools, and schools have reached out to prospective community partners. This activity has accounted for much of the rapid growth in school-community initiatives as well as for significant changes in existing community education efforts. As Figure 1 suggests, each of these approaches originated in a separate sector of the community with a distinct set of concerns, perspectives and goals.

Services Reform

The services reform approach is grounded in reform efforts within the health and social services sectors to provide more efficient and effective services to children and families.

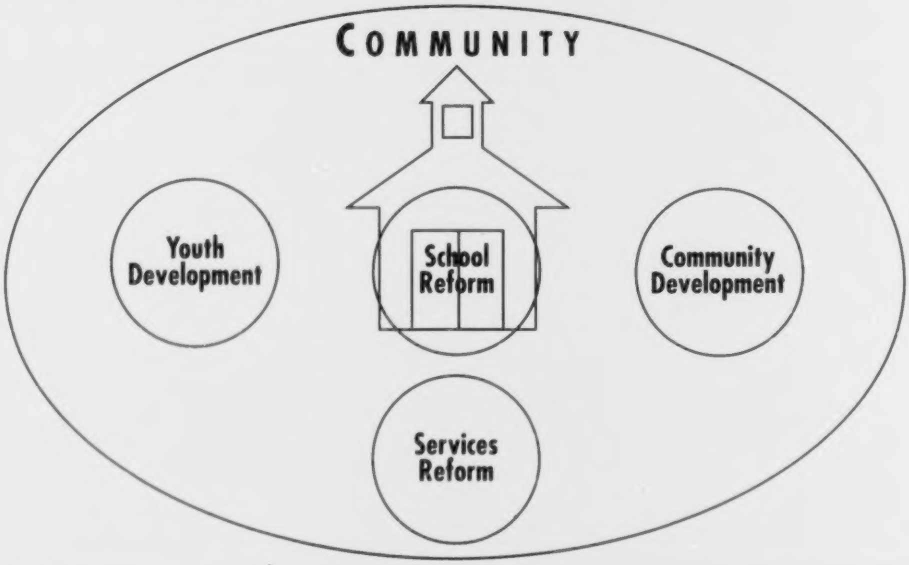
Comprehensive service delivery and family support initiatives are designed to knit together the full range of health, family support, mental health and social services that children and families need to resolve and prevent problems, and to create more accessible, affordable and cost-effective delivery systems. Schools provide these initiatives with a central location in which to coordinate services for large numbers of children and families. Working in tandem with the schools, the primary purpose of these initiatives is to remove the non-academic barriers to improved school performance. The strategy they most often use is to provide access to needed and improved health and human services.

Youth Development

The youth development approach begins with the premise of researchers in adolescence, and youth development specialists in youth agencies and community centers, that "problem-free is not fully prepared." Prevention and treatment services are important, but the research in adolescence embraced by youth development advocates shows that challenging opportunities, supportive

Figure 1

Original Location of Major Approaches to Advocacy and Reform



relationships and healthy environments are also needed to help young people build on their strengths and broaden their skills. Schools are valued as environments in which a wide range of opportunities, including relationships with caring adults and positive role models of all ages, may be provided. The primary purpose of youth development is to help students develop their talents and abilities and to participate fully in adolescence and adult life. Its primary strategy is to increase young people's involvement in a wide variety of learning, decisionmaking and service activities, and to increase constructive interaction with adults and peers.

Community Development

The community development approach focuses on housing, safety, transportation and job creation. It emphasizes both physical and economic resource development as well as organizing and mobilizing residents and community leaders and increasing their participation in local decisionmaking. Schools are viewed as an important forum in which to discuss issues of importance to the community and build and exercise leadership. The initial purpose of community development partnerships with the schools is to enhance social, economic and physical capital in school neighborhoods. Primary strategies focus on community organizing, advocacy and leadership among community members, parents and students.

School Reform

In contrast to the above approaches, school reform efforts often originate in the schools. They are generally led by educators in an effort to create stronger institutions and more successful students. Efforts have focused both on engaging parents, families and teachers more directly in school-based decisionmaking, and on defining and applying high performance standards. Schools have also been receptive to private-sector efforts to introduce business efficiency and corporate resources into school management and curriculum. The primary purpose of these initiatives is to improve student achievement. Key strategies are designed to improve school climate and culture, strengthen management and administration, and enhance curriculum and instruction.

Primary Purposes and Strategies

What has been the relative impact of each of these approaches on the school-community terrain? What, if any, relationship exists among them? In order to answer these questions, the 20 survey initiatives were asked to indicate the purposes (one or more) that guide their initiative, choosing from a list of purposes associated with each of the four major approaches. (See Table 1.) Then they were asked to rank each purpose by order of importance to their initiative. Responses across sites are summarized in Appendix A. Respondents were given the following choices and invited to add to or edit them if necessary.

Survey initiatives also had an opportunity to report on the strategies they use to accomplish their purposes. In other words, by what means did they expect to help students develop their talents and abilities, for example, or to enhance the social, economic and physical capital of the community? Five strategies were provided. The first four correlate directly with each of the four major purposes cited above. A fifth strategy, collaboration, was also included as an important cross-cutting technique. Here, too, respondents were asked to rank order and to make additions if they wished among the following strategies. (See Table 1.)

Findings Related to Purposes

Virtually every respondent said they considered every purpose of importance to their initiative. When they were asked to rank their list by order of importance, fully one-quarter did so only partially, if at all. This refusal suggests fluidity rather than competition among major purposes and the extent to which initiatives consider required ranking not only difficult but also irrelevant. As one respondent who did not rank order observed in a margin note, "Interrelations

Table 1

Purposes and Strategies Associated with Major Approaches

Purposes Associated with Major Approaches	Strategies Associated with Major Approaches
• **Services Reform:** To remove the non-academic barriers to school performance;	• **Services Reform:** Providing access to improved health and human services to young people and families;
• **Youth Development:** To help students develop their talents and abilities and to participate fully in adolescence and adult life;	• **Youth Development:** Increasing young people's opportunities to be involved in learning, decisionmaking, service opportunities and supportive relationships with others;
• **Community Development:** To enhance the social, economic and physical capital of the community; and	• **Community Development:** Focusing on economic development and job creation, and emphasizing community organizing, advocacy and leadership development among community members, parents and students;
• **School Reform:** To improve educational quality and academic performance.	• **School Reform:** Focusing on improving the management, curriculum, instruction and general culture within schools and classrooms; and
	• **Collaboration:** Linking with other agencies and partners.

among these purposes are highly desirable — they are what we are working toward."

Even though some initiatives found it difficult to prioritize their purposes, clear and interesting patterns were still evident. Table 2 shows the importance attached to the purposes associated with each of the four major approaches.

Column 1 presents responses of all 20 initiatives, some of whom indicated more than one primary purpose. Among all respondents, some of whom chose more than one primary purpose, services reform was chosen most often, followed by purposes related to youth development, school reform and community development.

Column 2 shows the distribution of purposes based on those initiatives that rank-ordered their responses and chose only a single most important purpose. Among initiatives that selected a single purpose as most important, services reform and youth development were chosen by equal numbers, followed by purposes related to school reform and community development.

In both cases, the order and relative strength of the results are quite similar. Across the entire sample, services reform emerged as the most frequently cited primary purpose, with youth development a fairly close second. School reform and community development follow at some distance.

Analysis also suggests that purposes associated with services reform and school reform are often closely connected in the same initiative as are purposes associated with youth development and community development. Initiatives that chose services reform as their primary purpose were more likely to select school reform as their secondary purpose than any other choice. The converse was also true. That is, most initiatives whose primary objective was school reform chose services reform as second in importance. Similarly, initiatives primarily focused on youth development were more likely to select community development as their secondary purpose, although initiatives that chose community development as their primary purpose showed no common preference in their secondary purposes.

Initiatives also indicate that primary purposes have shifted over time in a number of initiatives. As examples highlighted in boxes throughout this section describe, the direction of these shifts has varied.

Findings Related to Strategies

Table 3 shows the importance attached to the strategy choices associated with each of the major approaches to school-community initiatives.

Column 1 is based on the entire survey sample, and reflects the fact that some initiatives chose more than one primary strategy. Among all respondents, some of whom chose more than one primary strategy, youth development ranked first, followed by strategies related to services reform, community development, collaboration and school reform.

Column 2 shows the distribution only among those that rank-ordered their responses and chose a single most important strategy. Among initiatives who selected a single strategy as most important, youth development was most frequently chosen followed by strategies associated with services reform, community development, collaboration and school reform. In both cases, strategies related to youth development were chosen most often, followed by services reform,

Table 2

Primary Purposes of Survey Initiatives*

	Column 1 Percent Selected as of Primary Importance**	Column 2 Percent Selected as Single Most Important Purpose***
Services Reform (remove non-academic barriers)	50%	33.3%
Youth Development (develop student talents and abilities)	45%	33.3%
Schools Reform (enhance social, economic and physical capital)	30%	20%
Community Development (improve educational quality and academic performance)	20%	13.3%

* Tallies to more than 100%. Some initiatives chose more than one primary purpose.

** Sample Size = 20

*** Sample Size = 15

Table 3

Primary Strategies of Survey Initiatives*

	Column 1 Percent Selected as of Primary Importance**	Column 2 Percent Selected as Single Most Important Purpose***
Youth Development	45%	31%
Services Reform	30%	19%
Community Development	30%	19%
Collaboration	30%	19%
School Reform	20%	12%

* Tallies to more than 100%. Some initiatives chose more than one primary strategy.

** Sample Size = 20

*** Sample Size = 16

community development, collaboration and school reform.

Findings show a clear but not entirely consistent correlation between purposes and strategies associated with the same approach. For example, while purposes related to services reform were cited as primary by the largest percentage of initiatives, service reform strategies ranked second. Largely this was a result of adding a fifth strategy, collaboration, to the mix. Virtually all initiatives included collaboration as one of their top three strategies, regardless of what they consider their most important purpose. This suggests that collaboration is considered an important, overarching tool for linking people and institutions together to achieve shared goals.

Findings also show that strategies associated with school reform ranked last, below community development, although as a primary purpose school reform is ranked third, above community development. This distribution suggests (discussed more fully in Part Three) that school reform strategies develop incrementally and that in most initiatives they are still in their beginning stages. It is also evidence of the extent to which strategies associated with one approach can create conditions in which success in another area is more likely. Leadership, parent involvement and community organizing strategies, although most closely associated with a community development approach, for example, are often essential in developing an initiative's role in school reform.

By and large, however, the strategies used by initiatives correlate roughly with their primary and secondary purposes. Those that focus primarily on services reform and removing non-academic barriers to academic performance, for example, were likely to pick improving access to services as one of their two most important strategies, although not necessarily their primary strategy. This finding suggests that initiatives are flexible in the strategies they pursue and that they take advantage of whatever avenue is available to achieve their purposes. Most importantly, they adjust their strategies depending upon the evolutionary stage they are in as well as their particular service and funding goals.[1]

Concluding Comments

The broad terrain of school-community initiatives has its roots in four different areas of advocacy and reform. What happens to these approaches when they enter the schools? To what extent do they conflict with or complement one another? Do the school-community initiatives that result continue to reflect primarily the differences in these approaches or does communication and cross fertilization across major approaches tend to occur within school walls and promote an integrated approach in the field as a whole?

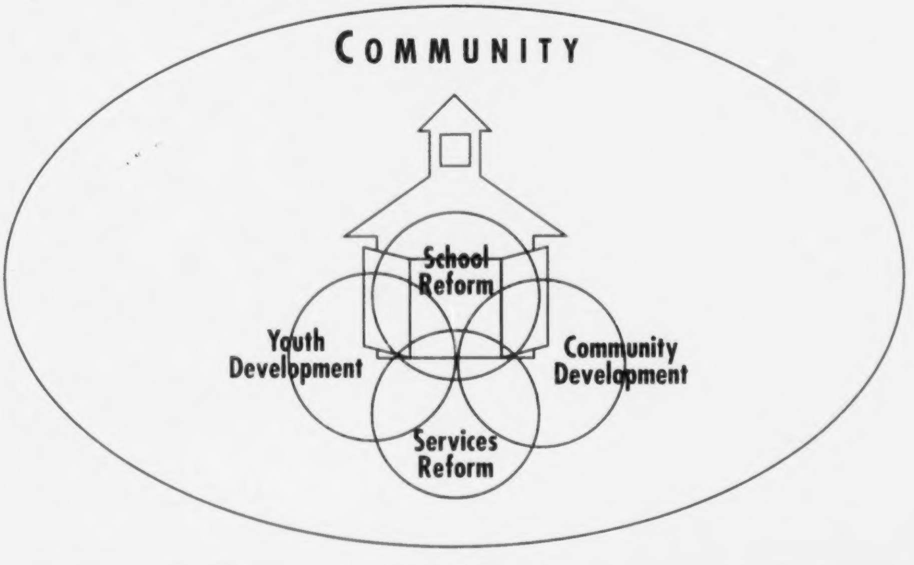
These questions are of particular importance given the concern among some practitioners, planners and funders that in the policy and practice of school-community initiatives: Little attention is paid to weaving school-owned resources and community-owned resources together into a comprehensive, integrated approach to address barriers to learning and enhance healthy development.[3]

In a recent symposium, national, state and local leaders intimately involved in collaborative partnerships spoke candidly. "Collaboration for what?" they asked. There are "many different views of what needs to be done. . . . Are we headed for reform wars?'"

The findings in this report should help allay these fears. Although most school-community initiatives are aligned more closely with one major approach more than another, most are influenced by all of them. Our analysis suggests, as Figure 2 illustrates, that the school-community terrain is not so much characterized by disconnected or conflicting approaches as by blended and complementary purposes and strategies that together constitute an emerging field of knowledge and practice. Initiatives grounded in separate approaches bring unique and valuable perspectives and expertise to issues of teaching and learning, schooling and education. In turn, focusing on similar school-related issues makes it easier for diverse approaches to communicate and cooperate and greatly enhance their potential for cross fertilization of ideas. The findings in this survey suggest that initiatives are increasingly aware of the strengths inherent in each approach and that many are making

Figure 2

Evolving Connections of Major Approaches to Advocacy and Reform



an effort to incorporate new elements without losing site of their original purpose. Growing appreciation of the need to blend purposes and strategies around a central vision and mission is also likely to make collaboration easier among multiple reform initiatives in the community.

In this sample, cross-fertilization among approaches is clearly evident in the linked purposes between services reform and school reform in several initiatives and between youth development and community development in others. The flexible and pragmatic use of strategies across approaches as well as in the frequency with which initiatives say they attach increased importance to youth and community development underscores this cross-fertilization. Specifically, respondents emphasized the benefits of involving citizens, especially parents, in the educational process; mobilizing all facets of the community in critical issues related to children and families; and focusing more directly on socio-economic issues.

These trends suggest that at the broad level of intended purposes and strategies, school-community initiatives are moving toward a set of connected approaches that foster positive development in young people and families and strengthen schools and neighborhoods. In actual policy and practice, however, the evolution is by no means complete. As other sections of this report describe, numerous initiatives have developed frameworks, guiding principles and in some cases core results to help them develop the kind and range of activities that together will make measurable differences in the well-being of children and families. However, more work is needed to help initiatives knit together the purposes and strategies associated with separate approaches into a coherent agenda and to create the mechanisms by which to track and measure its effects. Technical assistance in both of these areas can help speed the process.

REFLECTION QUESTIONS

1. Do you know key leaders in school reform, youth development, services reform and community development in your community? What value might such relationships bring to your initiative?
2. Is your initiative moving toward complementary approaches, purposes and strategies as this analysis suggests? What do you hope to gain as these approaches converge? Which elements do you wish to protect and enhance?

Part Two

Mapping Key Features

This part describes 10 key features of school-community initiatives about which policy makers and practitioners often ask.

Each section has several subheads to guide the reader: Mapping Question(s), Overview, Major Findings, Analysis and Discussion, and Questions for Reflection. Findings are based on surveys and interviews with 20 school-linked initiatives. They offer a rough approximation of what the broad field of school-community initiatives looks like. In each section, Analysis and Discussion draws on these findings to suggest trends, directions and key issues.

A summary offers a final mapping question, which links the key features discussed in Part Two: *To what extent is the field characterized by initiatives that are primarily school-led or community-driven?*

While the key features in Part Two are presented in a logical order and linked in a final section, they are designed to stand alone. The reader doesn't need to begin at the beginning or read through all of Part Two at once. Review Table 4 to see each feature and its mapping question(s). Focus on those features of special interest to your initiative. We encourage the reader to use this part of the document as a resource to which you can return as new issues and concerns in specific topic areas arise.

Table 4

Key Features and Related Mapping Questions

Initiation
Who begins school-community initiatives?

Governance
Who is in charge of school-community initiatives?

Site-Level Coordination and Staffing
How do initiatives implement activities? What staff members are assigned to manage and provide services? How are they paid for and by whom are they supervised?

Financing
How much does it cost to provide activities at the site level? Where does the money come from?

Range of Activities
What activities do initiatives provide at the site level?

Location and Availability of Activities
Where and when are activities routinely provided?

Intended Participants
In designing and implementing activities at the site level, whom do initiatives intend to reach?

Actual Participants
How successful are initiatives in involving the participants? Whom are the activities designed to reach?

Accountability
To what extent is the field of school-community initiatives focused on improving measurable results? What kinds of results are considered most important and how effectively are results being tracked? What can be said about the impact of school-community interventions?

Technical Assistance
To what extent do initiatives have a stable source of technical assistance on which they can draw?

Key Feature #1: Initiation

Mapping Question

Who begins school-community initiatives?

OVERVIEW

This section describes the range of institutions responsible for initiating the partnerships in this sample — state departments of education and local school districts; non-education government agencies at the state and local levels; and not-for-profit organizations including foundations, universities and local United Ways — and points out similarities in primary purposes where they appear to exist. This section also summarizes the average time entailed in moving from planning to providing activities. We consider the strengths of both public- and private-sector origins and highlight several initiatives to illustrate the various ways in which school-community initiatives are born.

FINDINGS

- Public-sector agencies are responsible for launching more than half of the initiatives in this study. More than a third were begun by state departments of education or local school districts. The vast majority of these say that their primary purpose is removing the non-academic barriers to school success.
- Non-education government agencies at the state and local levels account for 20 percent of the school-community initiatives in this sample. Most of these are focused on either youth development or community development, although increasing access to health and human services is an important strategy among most.
- Nearly half of all school-community initiatives originate in the not-for-profit, private sector. This highly diverse group shows no patterns in primary purposes.
- Three-quarters of initiatives were able to move from planning to start-up in under two years.

ANALYSIS AND DISCUSSION

The Institutional Origins of School-Community Initiatives

The true starting point for any school-community initiative is in the hearts and hands of individuals who share an idea and know how to make it happen. But most successful initiatives have also had the benefit of an organizational home — an institution with the resources and expertise necessary to advocate for and launch a complex undertaking. As our analysis of other key features in this part suggests, these same institutions often continue to play a significant role in the initiative's ongoing oversight, management and financing in partnership with other institutions. The initiatives in this sample suggest three major categories of public and private starting points:

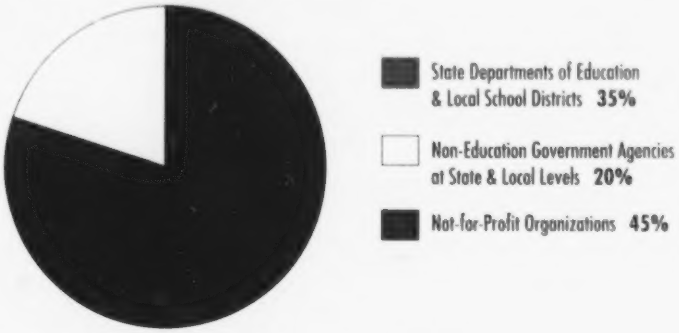
- State departments of education and local school districts;
- Non-education government agencies and consortia at the state and local levels; and
- Not-for-Profit Private Organizations — including United Ways, universities, traditional service delivery organizations and grassroots community organizations.

Figure 3 shows the distribution of survey initiatives across these major types.

Overall, more than half of the school-community initiatives in this sample were launched by public-sector agencies. The impetus for more than a third of the initiatives has come from the education community — divided roughly between state departments and local school districts. Those originated by local districts in Birmingham, Alabama; St. Louis, Missouri; and St. Louis Park, Minnesota, for example, came out of the community education movement and are substantially older than state-level efforts. By and large, the primary purpose of the school-community initiatives launched by educators is to remove the non-academic barriers to student success. This is entirely the case among state-level efforts. Improving school climate, management, and curriculum and instruction, objectives directly related to school reform, is the second most important purpose of just over half of this group.

Figure 3

Initiators of School-Community Initiatives*



*Sample Size = 20

School-community initiatives are launched almost equally by public and not-for- profit private agencies.

Public-Sector Initiators

State and local public agencies outside of education have orchestrated the development of school-community initiatives, accounting for 20 percent of the initiatives in this sample. Social welfare agencies such as New Jersey's Department of Human Resources and New York City's Department of Youth and Community Development have exercised leadership. Collaborations of public agencies have played a similar role. At the state level the Missouri Family Investment Trust exemplifies this approach, as does the New Beginnings Executive Council in San Diego, locally. The primary purpose of most of these initiatives is youth or community development, although their strategies are most often associated with services reform and usually emphasize improving access to health and human services.

Private-Sector Initiators

Slightly less than half of the initiatives in this study, 45 percent, were launched by institutions in the not-for-profit sector. Nonprofit organizations are highly diverse, a fact fully captured in this sample and reflected in the fact that, as a group, no patterns in preferred purpose emerged in this sample. Successful initiatives have been conceived by long-standing service delivery organizations such as New York's Children's Aid Society, by grassroots community development organizations such as the Industrial Areas Foundations, by philanthropies, and increasingly by United Ways and universities.

Local United Ways — in Indianapolis a founding partner of Bridges to Success — and universities — such as the University of Pennsylvania, progenitor of the

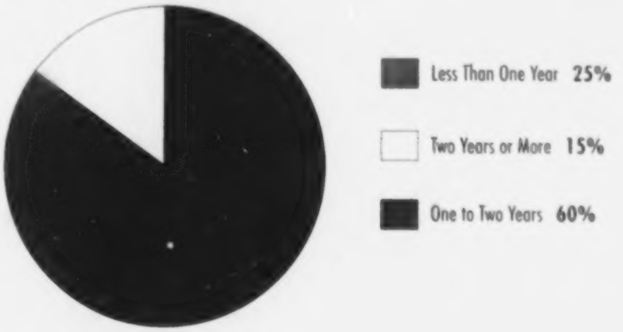
West Philadelphia Improvement Corps (WEPIC) — demonstrate the value of joint undertakings with schools or other similar institutions. In a growing number of communities, United Ways are encouraging these relationships and often assisting in their ongoing management. Higher education institutions are increasingly involved with "university-assisted" schools and also are taking part with thousands of school-college partnerships.

Across the country, United Ways are increasingly focused on ways for local affiliates to work together to multiply their impact on community problems. School-community partnerships provide an important opportunity for this kind of cross-cutting approach, and United Ways are particularly suited to the brokering role necessary to bring them about. As community institutions, local United Ways are typically well-known and respected and have long-standing ties with business people, public servants, education and civic leaders. As funders and often evaluators, they are intimately connected to, and able to influence, the service providers that must be involved. Also, local United Ways have the skills and resources to provide incentives, leadership and training necessary to make cross-sector partnerships work.

Universities, too, bring a high degree of credibility and organizational capacity to the creation of school-community initiatives, but they approach these relationships from a slightly different perspective. Urban universities, in particular, have a vested interest in maintaining the vitality of the neighborhoods in which they are located. Their stability and growth depends on an environment that is safe and on neighbors willing to provide space for expansion and manpower for staff support. What has really fueled the entry of universities into school-people partnerships, however, is their discovery of untapped laboratories for service, learning and research right in their own backyards. School-community partnerships provide a way for universities to develop joint learning projects and lessen some of the distance between town and gown.

Figure 4

Length of Planning Period*



*Sample Size = 20

Eighty-five percent of school-community initiatives move from conception to providing activities in less than two years.

Time from Planning to Start-Up

Once the idea for a school-community partnership takes root, how long does it take before activities are up and running? The planning period is a fine dance in which partners learn each other's steps. Expectations of all kinds are disclosed. What do we really want to do? How shall we do it? Who is in charge? There is invariably tension between those anxious to get off the dime and those determined to build a solid foundation. Striking a balance is essential, remembering the value of maintaining enthusiasm and visible progress.

According to Figure 4, 85 percent of initiatives are under way within two years. A quarter take less than a year to move off the drawing board. No differences in planning time appeared between public- and private-sector efforts or among those initiatives launched at the national, state or local levels. The initiatives that get off the ground more quickly, and last, are often those that are built on existing partnerships, like the national CoZi initiative, or that face externally imposed time constraints or political demands, like WEPIC.

Public- and Private-Sector Synergy

The diverse origins of school-community initiatives has greatly strengthened the field as a whole. Public-sector leadership is critical. Especially at the state level, public agency access to information, policymakers and their budgets, their connection to local agencies and resources, and their mandate to serve broad segments of the population, have helped them move the concept of school-community initiatives well into the mainstream. The New Jersey School-Based Youth Services Program illustrates how state-level concerns have been translated into everyday support for thousands of young people.

By the same token, enormous creativity and a steady infusion of new ideas have come from the not-for-profit sector. Their involvement has fundamentally strengthened the support and broad-based acceptance that school-community initiatives enjoy. Instead of being written off as "just another government program," they are widely considered prudent and necessary investments by advocates of differing political persuasions. In most states, increased public-sector involvement will be necessary to reach significant portions of the children and families who could benefit from these opportunities. However, the continued origin of school-community initiatives in both the public and private sector is essential to ensure the field's diversity, innovation and broad-based acceptability.

REFLECTION QUESTIONS

1. Do you know who the other initiators of school-community initiatives are in your setting?
2. What value could you bring to them and what value could they bring to you?

Profiles of Two Initiatives

Alliance Schools Initiative

State of Texas

The Texas Interfaith Education Alliance initiative started in 1992 and now includes 89 schools throughout the southwest part of Texas. It reflects the vision of the Industrial Areas Foundation (IAF), a network of broad-based, multi-ethnic, interfaith organizations in low-income communities aimed at building the capacity of residents to restructure the allocation of power and resources in their communities. The purpose of the Alliance is to develop a community-based constituency working to strengthen schools by restructuring relationships among school and community stake-holders. Partners include IAF, the Texas Interfaith Education Fund, the Texas Education Agency, school districts, school staff, parents and community leaders.

IAF organizers paid for by local IAF organizations meet with parents, educators and community leaders over an extended period. The purpose of these meetings is for participants to consider school and neighborhood issues, to develop a strong leadership network, and to decide whether they really want to rethink and redesign the way their school educates children. In order to become an Alliance school, teams must make a public commitment of their intention to work together.

In return, the Texas Interfaith Education Alliance provides on-going training for school staff and community members on educational innovations and team building, and the Texas Education Agency agrees to exercise maximum flexibility in granting waivers and other exceptions necessary for schools to implement changes.

School-community teams have developed neighborhood efforts to counter gang violence and ease racial tensions; introduced tutorial and scholarship opportunities; developed after-school and extended-day programs; and made substantive changes in curriculum, scheduling and assessment methods.

Beacons Schools

New York City

Beacons are school-based community centers located throughout all five boroughs of New York City. They grew out of recommendations made in 1991 by a blue-ribbon panel charged with developing a citywide anti-drug strategy. Beacons emphasize the view that positive outcomes for youth result from opportunities to develop their talents and potential. In combination with communitywide support services and closer connections between home and school, these opportunities are intended to improve educational achievement.

Ten of the city's poorest neighborhoods were identified with the idea of creating safe "havens" in school buildings for children, youth and families, open seven days a week, 16 hours a day, year-round.

Currently, 40 Beacons are in operation. The City Council recently approved nearly 38 more. Each receives city funding of about $400,000 annually, and most leverage much more in relocated and in-kind services. Since the original start-up round, all sites have been chosen in close consultation with local school districts and building administrators, and managing agencies work with cross-sector community advisory councils to ensure that activities address community needs.

Individual centers offer a mix of services, recreation, education and cultural activities. Beacons give young people a chance to take part in drama and theater groups, develop their leadership skills, take music lessons, sing in a chorus, and give back to their neighborhoods through community service. Family support and health services, employment preparation, and, in some cases, on-site college credit classes, create an environment full of possibilities for 70,000 students every year.

MAPPING QUESTION

Who is in charge of school-community initiatives?

OVERVIEW

This section describes three functions of governance and the main types of structures and institutions that provide this support in school-community initiatives. The relative advantages and disadvantages of each are discussed.

FINDINGS

- Governance in the field of school-community initiatives is largely community-based. Nearly one half of reporting initiatives are overseen at the community level by broad-based collaborative bodies. About one-quarter are guided by the school districts, and this is often with input from community-level citizens' advisory boards. The remainder are led by a mix of non-education public agencies and interagency consortia.
- The management of school-community initiatives is much more school-centered. Day-to-day administration is provided by school districts in 53 percent of this sample. Not-for profit, private organizations, including United Ways, universities and community-based organizations under contract to the initiative, manage 37 percent. Only 5 percent are administered directly by community collaboratives. For the most part, non-education sector public agencies do not appear to play a direct role in the day-to-day, site-level management of school-community initiatives.
- Site-level decisionmaking is most often accomplished through cross-sector site teams organized by the initiative. Their role is primarily advisory except in two areas: site level recommendations concerning which activities will occur, and selecting and changing providers are binding in about half of reporting initiatives.

ANALYSIS AND DISCUSSION

Governing School-Community Initiatives

There is general agreement that a wide array of stakeholders — including parents, public and private agencies and service providers, neighborhood organizations, governments, business, and others interested in the well-being of children and families — should be involved in the design, management and oversight of school-community initiatives. There is much less agreement on what structures should govern these initiatives and where authority should reside. Enormous variation characterizes the field. To sort through some of this complexity we present a look at the functions and levels of governance in school-community initiatives, oversight and management of initiatives, and site-level decisionmaking.

Functions and Levels of Governance

Governance is an umbrella term that

refers to the policymaking, administrative, fiscal and operational systems necessary to run an enterprise in the public interest. In school-community initiatives governance is provided by a wide variety of systems that link three key functions: general oversight, day-to-day management, and site-level decisionmaking.

- **Primary Oversight:** This aspect of governance includes providing general direction to the initiative, setting policy as well as revising existing policy when necessary to support the objectives of the initiatives; overseeing the long-range effectiveness and financial stability of the initiative; and ensuring the initiative's legal, fiscal and public accountability.
- **Day-to-Day Management:** This area assumes responsibility for implementing the initiative and coordinating activities; for negotiating agreements necessary to provide, train and supervise staff; for ensuring that adequate fiscal and programmatic records are maintained, and for working with both site-level participants and the oversight body to strengthen and expand the initiative.
- **Site-Level Decisionmaking:** This element of governance provides for the direct participation of consumers including family members, young people, community residents, school and agency staff at the site level in the planning, management, evaluation and revision of school-community initiatives.

Governance functions are distributed among the various levels at which school-community initiatives operate: national or state, community and site. The highest level at which an effort operates is generally referred to as the initiative level. Primary oversight in most school-community initiatives occurs at the community level. This is typically the case in initiatives, like the majority of those in this sample, with multiple sites in the same jurisdiction. Even in some national initiatives like Communities In Schools, and in state efforts like Washington State's Readiness to Learn and Missouri's Caring Communities, there is significant autonomy at the community level, although authority over funding, standards and other broad policy issues are retained at the initiative level. In state initiatives that fund single sites in multiple jurisdictions, for example in New Jersey and Kentucky, oversight remains primarily a state-level function.

Responsibility for day-to-day management may be lodged at either the community level, the site level or some combination of the two. Management is often a community-level responsibility in initiatives with multiple sites in the same jurisdiction. In some of these initiatives, however, and frequently in initiatives with single sites in multiple initiatives, management responsibility is primarily located at the site level, typically provided by community-based organizations operating under contract to the initiative. Direct involvement of consumers occurs within the initiative at the site level, closest to where activities are provided.

Institutional Involvement

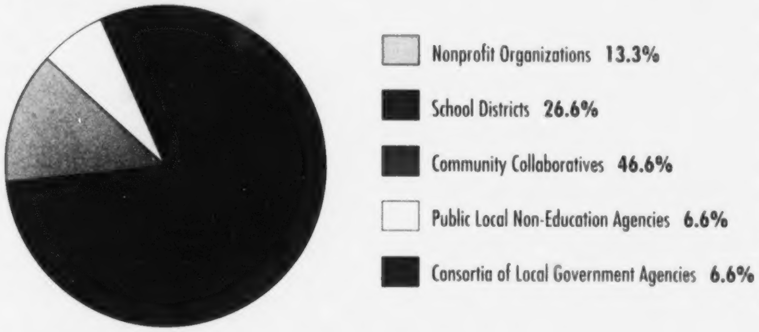
The oversight and management of school-community initiatives may be provided by a single institution, as is the case in most local school district efforts, or shared among two or more organizations. Management at the community level is provided by a separate entity when the oversight body, usually a community collaborative, does not have the institutional capacity or legal authority to receive and administer funds and a fiscal agent must be appointed. As already noted, management at the site level may also be provided under contract to separate agencies and subcontracted within sites. This is the case when site-level management agencies, selected by the initiative because of their programmatic expertise and community relationships, find it necessary to arrange with another organization to establish and maintain its financial administration, including payroll, purchasing and accounting procedures.

Oversight and Management of Initiatives

Three-quarters of the initiatives in this

Figure 5

Sources of Community-Level Oversight*



*Sample Size = 15

At the community level, oversight to school-community initiatives is most often provided by broad-based collaborative bodies.

sample are overseen at the community level by a structure with the authority to make policy and oversee the direction, implementation, evaluation, expansion and sustainability of the initiative across all sites in its jurisdiction. The general types of structures and institutions that provide this kind of oversight include:

- **Community Collaboratives** — broad-based decisionmaking bodies typically including key partners in the initiative, community leaders, parent and youth representatives, elected officials, and a cross-section of public and private child, youth and family-serving agencies and organizations.
- **Local School Boards**
- **Not-for-Profit Private Organizations** — including United Ways, universities, traditional service delivery organizations and grassroots community organizations.
- **Non-Education Public Agencies** — including both interagency consortia and individual public agencies.

As Figure 5 shows, oversight in the field of school-community initiatives is largely community-based. Nearly one-half of reporting initiatives are overseen at the community level by broad-based collaborative bodies. Just over one-quarter are guided by school districts, often with input from community-level citizens' advisory boards. The remainder are led by a mix of nonprofit organizations, non-education public agencies and consortia of local government agencies.

The management of these initiatives is much more school-centered than their primary oversight (see Figure 6). Day-to-day administration is provided by school districts in 53 percent. Not-for-profit, private organizations, including United Ways, universities and community-based organizations under contract to the initiative, manage more than one-third. Only 5 percent are administered by management arms of community collaboratives. With the exception of the New Beginnings initiative, which is overseen and managed by an interagency consortium, non-education public agencies do not appear to play a direct role in the day-to-day, site-level management of school-community initiatives.

The data also suggest that local school districts oversee and manage the initiatives they launch. There is much more variation in the oversight and management of initiatives launched by state education agencies, nonprofits and non-education public agencies. Each of these groups appears equally likely to embrace a collaborative oversight model, and management is widely distributed at the community and site levels among various not-for-profit private organizations.

Site-Level Decisionmaking

The overwhelming majority of initiatives provide for site-level decisionmaking through cross-sector site teams. In general, these groups meet frequently, often weekly, and are composed of school and initiative staff, service providers, parents and family members, neighborhood leaders, interested residents, and sometimes youth. Their purposes are to participate in the planning, implementation and evaluation of the initiative and to provide feedback to management and oversight bodies about how the initiative is working at the site level.

Some of these initiatives do not form separate new teams but participate in similar groups where they already exist at the site level. This is the case, for example, in the CoZi initiative, where schools of the 21st century already have well-developed decisionmaking teams at the site level involving parents and school staff in a broad array of school and child-related issues. Denver's Family Resource Centers also participate in existing decisionmaking teams rather than developing separate bodies.

Even when initiatives do establish their own free-standing, cross-sector teams, there is typically some degree of representation on existing school-based management teams. As is further discussed in Part Three, initiatives recognize that there is considerable value in having access to the school's own decision-making mechanisms and in linking what has been referred to as the "school side" and the "initiative side" of their work.

By and large, school-community initiatives opt for some kind of formal, site-level decisionmaking vehicle. Non-structured methods are also possible. The Children's Aid Society Community Schools opt for the latter. Informal consultation among parents, staff and community members at the site level, while not organized, is frequent. Concerns and recommendations voiced by parents, teachers and community members are routinely voted and acted upon.

The extent to which these site teams have authority to make binding decisions varies across initiatives and according to the policy and management area issues they address. By and large, their input is primarily advisory. About half of all responding initiatives say the recommendations made by site teams tend to have binding authority in at least some of six major areas:

- defining results/outcomes;
- deciding what activities will occur;
- hiring and firing personnel;
- selecting and changing providers;
- calling for policy changes in key institutions; and
- developing long-range funding strategies.

Across the field, the influence of site teams is most pronounced in two key areas: deciding which activities will occur, and selecting and changing providers. Nearly one half of initiatives say recommendations by site teams are binding in these areas. About one-third also indicated that site teams have the final say in deciding which outcomes are most important at the site level. By and large site teams appear to play a much smaller role in staffing issues, making policy changes or financial matters.

Advantages and Disadvantages of Governance Approaches

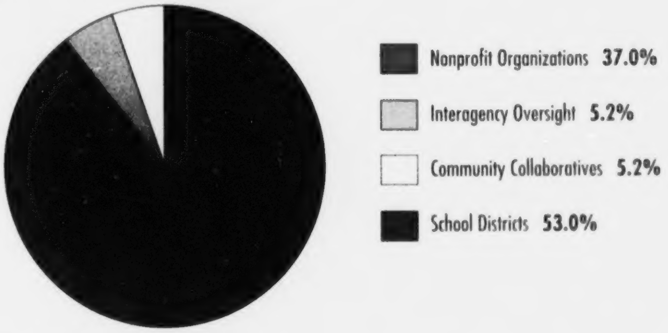
Community-based collaboratives, school districts and nonprofit organizations bring both advantages and disadvantages to the oversight and management of school-community initiatives.

Community Collaboratives

Community collaborative bodies offer the major advantage of broad-based community ownership. Collaboratives bring

Figure 6

Sources of Day-to-Day Management*



*Sample Size = 19

The day-to-day management of school-community initiatives is provided primarily by the schools.

together institutions with existing resources, community leaders with access to consumers and the ability to mobilize a broad constituent support, and elected officials able to negotiate expanded financial and legislative support. In addition to providing ongoing oversight for the initiative, collaborative bodies provide a public forum in which not only the needs of the initiative but also a variety of issues affecting children and families can be identified and put on the community agenda. Well-executed collaborative oversight balances the views and concerns of multiple audiences and prevents any one constituency or institution from controlling the direction, design and implementation of the initiative. Because these advantages are clearly of interest to major funders, initiatives with collaborative designs may also be favored in funding decisions.

The primary shortcoming of a collaborative approach to oversight is that they do not spring forth full blown.' A working collaborative takes a considerable period of time to develop, requires a major investment of effort and often resources by participants, and substantial staff support to function effectively. In a still-developing collaborative, there is considerable risk that large institutional partners will disproportionately influence decisions, or that initiatives will be left adrift by lack of appropriate action. In addition, many collaborative oversight bodies operate on a voluntary basis. They bear public authority for the initiative but not necessarily legal or fiscal authority for what happens. In these cases a separate entity is needed to administer the initiative's day-to-day operation at the site level and to handle fiduciary responsibility. This can sometimes create an inefficient "distance" between oversight and the fiscal and program management of initiatives. A strongly linked system of oversight, management and site-level decisionmaking is essential in the governance of any school-community initiative. Maintaining strong communication across levels and functions is probably most difficult in collaborative efforts where the number of separate institutions and players can be very high.

School Districts

School district control, which typically includes both oversight and management, offers a different set of advantages and disadvantages. Operating within the school district can significantly increase the initiative's authority and standing at both the community and site levels — especially when the initiative is supervised from a suitably high level in the school hierarchy and staff is given sufficient clout within the system. Affiliation with the education sector also opens up sizable state and federal funding opportunities that can be applied for and distributed by school districts only.

The size and often highly bureaucratic nature of school systems, however, tend to offset some of these benefits. School board oversight can be diffuse and non-responsive. Enormous demands are made on the time and attention of these boards and they are most likely to give their attention to explicitly school-related matters. Although citizen advisory boards are often well-informed about the needs and issues affecting school-community initiatives, they may not be able to push them forward on the school board's agenda for more than minimal consideration and little action.

Fiscal administration can also get bogged down. Initiatives must follow established school policies for making purchases and paying vendors. In large systems, authorizations and payment can take months. This makes it difficult for initiatives to establish working relationships with many community-based providers, which cannot accept such extensive delays. School systems' policy and administrative structure also makes it harder for initiatives to respond quickly to consumer feedback and change a provider when that is necessary. There is also a risk that funds brought into the institution by the initiative can be diverted into general funds and used for entirely unrelated purposes. Finally, binding union agreements, especially in large, urban districts, can further complicate hiring, job description and salary decisions within school-led initiatives.

Nonprofit Organizations

The oversight and management of school-community initiatives by not-for-profit organizations frequently has the advantage of a clear vision, considerable flexibility, and a good "fit" between what consumers need and what the initiative is able to provide. The involvement of large nonprofits like local United Ways and traditional service providers like the Children's Aid Society in school-community initiatives is usually based on a well-developed understanding of why they are involved and what they hope to achieve. When nonprofits have played a major role in launching and/or overseeing these efforts, as well as managing them, there is likely to be a strong and continuing financial commitment by the nonprofits to the undertaking as well. In any event, they typically bring a well-developed set of business procedures, organizational capacity and credibility to the initiative's operation.

At the site level, management is often provided by smaller not-for-profit, community-based organizations (CBOs) under contract to the initiative. These organizations typically have very close ties to the neighborhoods they serve and well-established contacts with informal leaders. Their staffs tend to be drawn from local neighborhoods and reflect the cultural and ethnic diversity that exists there. CBOs are intimately aware of local problems and often are more experimental and successful in designing interventions that intended participants find most acceptable.

While smaller CBOs have considerable programmatic and constituency-building strengths, they also have several distinct limitations. First is the fact that they usually operate on shoestring budgets. Beyond their considerable expertise they have no financial resources to commit to school-community initiatives. Instead, competition among CBOs for initiative funding dollars is intense — even when it would be in the best interest of school-community initiatives for them to work more collegially. Smaller CBOs also may not have the infrastructure and organizational resources necessary to fully support a school-community initiative — a well-developed capacity for grantwriting, systems for tracking and managing data, or even financial protocols sufficient to handle a sizable increase in billing and payment requirements.

As the initiatives in this sample attest, there is no single best method for overseeing and managing school-community partnerships. How initiatives are governed depends to some extent on how they were initiated as well as on funding and programmatic considerations. As this report discusses in later sections, broad-based community support is a key factor in the finance, sustainability and expansion of these initiatives. Personal relationships provide the foundation to this support and can be established through a wide variety of governance structures.

The fact that half of the initiatives in this sample chose a collaborative oversight structure, however, suggests that collaborative bodies may be especially well-suited in this regard. Despite their initial unwieldiness, they provide a framework within which to develop a strong public and private constituency for young people and their families and a means by which to go beyond the initiative's immediate concerns to address a broad range of community issues. The importance of collaborative governance within the field highlights the increasingly fluid boundaries between schools and all aspects of their communities.

REFLECTION QUESTIONS

1. How well is your community oversight and management structure working?
2. What can you learn from alternative approaches that could strengthen your work?

Profiles of Two Initiatives

Birmingham Community Education

Birmingham, Alabama

The Birmingham School District began exploring the idea of developing a community school program in the mid-1960s. The first center opened in 1971 with seed money from the Greater Birmingham Foundation. Today there are 18 community centers, primarily located in public schools, that serve 130,000 residents annually. The program has several related goals: to provide community residents with lifelong learning opportunities; to cooperate with other community agencies to provide health, education, cultural and recreational opportunities at accessible central locations; and to involve the community in the educational process.

Now supported by regular allocations from the City Council and the Board of Education, Birmingham offers classes and activities for every age group. Cooperative arrangements with city agencies and special grants help centers provide a wide array of services on site and address issues such as illiteracy, unemployment, substance abuse, teen pregnancy and homelessness. Advisory Councils at each site feed into a citywide council that helps the school district set policy and direction for the initiative.

This network of more than 450 actively engaged volunteers reflects the strength and community ownership that has made Birmingham the largest community education program in the state. They have been successful, say initiative representatives, because they have learned "to educate the whole community in the community's business."

Bridges To Success

Indianapolis, Indiana

In 1991, the United Way of Central Indiana Board of Directors adopted a long-range strategic plan focused on Families and Children at Risk. Bridges To Success (BTS) grew out of this commitment. It was designed to increase the educational success of students by better meeting their non-academic needs and eventually to establish schools as life-long learning centers and focal points in their communities. Up until recently serving 3,600 students in a six-site pilot project, BTS is in the process of a major expansion into 28 schools, including seven middle schools and one high school with a total enrollment of 20,000.

Oversight is provided by the BTS Council, a collaborative body of institutional partners and service providers, nonprofit organizations, business leaders, principals, parents, and students. The United Way and the Indianapolis Public Schools (IPS) provide day-to-day management, with IPS paying for the five agency school coordinators. Planning, allocations and marketing staff have been assigned to support BTS work teams. The United Way board has strengthened its commitment by earmarking youth development as a funding priority and setting aside $250,000 of a newly created Targeted Initiatives Fund to assist BTS in leveraging collaboration and partnerships among member agencies.

The current expansion eventually will involve all IPS schools at some level of services. "Covenant" schools, which agree to participate fully in the BTS model, will receive customized brokering services through coordinators assigned to groups of schools within each of five IPS attendance boundaries. As in its pilot project, these BTS schools will connect students and families with a wide range of services and youth development activities. Schools that opt for a lesser degree of involvement may participant in other systemwide BTS services, such as grant-writing support or scholarships for training of IPS personnel.

MAPPING QUESTIONS

How do initiatives implement activities? What staff members are assigned to manage and provide services? How are they paid for and by whom are they supervised?

OVERVIEW

This section describes broad patterns in staffing and supervision at the site level. It focuses on the role of the site coordinator, differences in full-time and part-time models, and the importance of positive relationships with principals. The extent to which volunteers help staff initiatives is also considered.

FINDINGS

- All initiatives have a full-time coordinator at the community or initiative level who, in most cases, is responsible for overseeing the administration of multiple sites.
- At the site level, nearly two-thirds of initiatives have a full-time coordinator while about a quarter typically rely on a part-time position. In the remainder, approaches vary widely across sites.
- Coordinators at both the community and site levels are usually hired directly by the initiative or the management arm of the initiative.
- Principals have full or partial supervision of site coordinators in two-thirds of the initiatives. This is true even when they are not hired by the schools.
- Activities are provided by a wide variety of staff, often part-time. Staff members may be hired by the initiative but more frequently they are either loaned at no cost from a partner agency or employed by an agency under contract to the initiative. More than half of the initiatives in this sample say they hire less than 50 percent of their project staff.
- Supervision of staff on loan or under contract from another agency is often split between the home organization and the site coordinator.
- Volunteers are widely used. Their involvement enables initiatives to provide activities they otherwise could not afford; broadens parent and community participation; and, in some cases, creates a stepping stone to employment.

ANALYSIS AND DISCUSSION

Coordinating Initiatives

All initiatives have a full-time coordinator at the community or initiative level who, in most cases, is responsible for overseeing the administration of multiple sites. At the site level, nearly two-thirds of initiatives have a full-time coordinator while about a quarter typically rely on a part-time position (see Figure 7).

The responsibilities of both initiative and site-level coordinators are very broad. At the site level, coordinators are expected to expand participation and develop site teams; manage information and logistics; foster positive in-school relationships; trouble-shoot problems; and maintain effective communication with the initiative. In a number of initiatives, often those with case management, mental health or family support features, site coordinators are actively involved in direct service delivery as well as in brokering new services and managing those already being provided.

Coordinator positions are filled by people with a variety of backgrounds and qualifications. Their expertise often reflects the strengths and orientation of each site's managing organization. Depending on whether a community-based organization, a school or a United Way, for example, is primarily in charge of hiring, a coordinator might bring special awareness of community issues, an ability to move easily within the school hierarchy, or particular administrative, fundraising or brokering skills to the effort — all of which have value.

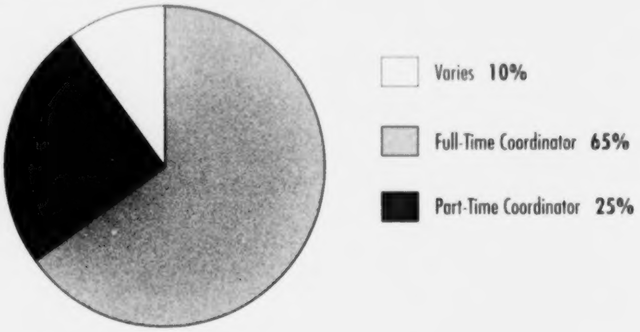
Whatever their particular skills, coordinators must earn the respect and cooperation of professional staff, parents and students. Most coordinators have a college degree and often more specialized training as well. Credentials make initial acceptance easier, as does having visible access to senior school administrators and key players in the initiative. In school-led initiatives, the coordinator's position in the school district's hierarchy is often critical. But authority is also manifest in personal style and more subtle measures — the ability to listen, to understand and communicate differing points of view, and to get things done. A respondent from Washington's Ready to Learn Project put it this way: "What we're looking for is whoever can do the job best."

- Kentucky's **Youth Development and Family Resource Centers** have developed a very general job description for its site coordinators. The initiative jokingly admits that since it "could only be satisfied by a saint with a Ph.D.," it serves as a guide rather than as a rigid set of qualifications. There are no pre-established educational or professional criteria, and school districts make their own selections. Effort is made, however, to find people who regardless of background do not see themselves primarily as either educators or social workers but as persons who can bridge the gap between the two.

Most initiatives consider a full-time site coordinator a necessity. According to evaluators of California's

Figure 7

Status of Coordinator at Average Site*



*Sample Size = 20

At the site level, nearly two-thirds of initiatives have a full-time coordinator; one-quarter rely on a part-time position.

Healthy Start initiative, the quality of on-site coordination is critical to an initiative's success. They consistently observed that effective coordination is much more likely to result when coordinators have enough time to devote to the initiative and when they are readily available to staff and participants. Indeed, the number of Healthy Start sites with coordinators who spend 40 hours a week or more on the initiative increased from 46 percent in 1993 to more than two thirds by 1996.[7]

According to several respondents, the coordinator's broad span of responsibility constitutes more than one full-time job. Where budget permits, as in Children's Aid Society Community Schools and the Beacons, initiatives have provided additional management help at the site level. For example, at the site level, CAS has a full-time director who works as an equal partner with the principal and reports to the director of the initiative. Under the site director, there may be various program directors and program coordinators. This is the exception, however. More frequently, coordinators at both the initiative and site level are often stretched thin.

- Denver's **Family Resource Centers** considers having a full-time coordinator in every school one of its strengths — and not having at least two is one of its major weaknesses. Coordinators work with parent groups, run community meetings, supervise non-traditional case management services and keep things running smoothly with a host of school departments — security, maintenance, food services and transportation — as well as with principals and teachers. The initiative would like to provide more staff support to sites, a move that would also give the project director additional time for fundraising. But in an initiative that worked six years without a secretary, this isn't likely to happen anytime soon.
- At San Diego County's **New Beginnings** demonstration site, the center director must constantly juggle two major demands: 1) managing a complex program with nearly 40 staff from a number of different agencies and 2) providing a steady flow of relevant site-level information that partner agencies can use to develop a better countywide service system. Meeting both demands is theoretically possible when a single staff person has both skills and experience in program administration and policy development. But as the size of the program grows, it may make more sense to split responsibilities — provided close communication between policy and practice is obtained.

Part-Time Coordination

About a quarter of the school-community initiatives in this sample rely on part-time site coordination. It is often provided by school or agency staff in addition to their regular activities or by a full-time employee of the initiative who works with more than one site. Indianapolis' Bridges To Success combines both approaches. Full-time agency-school coordinators are assigned to a cluster of elementary, middle and high schools in each of several attendance areas. At each school, a staff person volunteers to serve as an on-site "point person" for the initiative and to make sure activities take place. Coordinators work closely with site-based teams, including each site's point person, to design plans and broker with community-based agencies the services and resources that sites need to put their plans into action.

This kind of part-time coordination has a major advantage: It allows initiatives to expand the number of sites they can involve while keeping costs manageable. Using full-time staff to work with more than one site also allows initiatives to tailor site coordination to specific site concerns and facilitates communication among sites with similar issues. The Bridges To Success approach to site coordination, for example, links feeder schools within the same cluster. Working with the same coordinator can make it easier for sites to develop complementary services that literally follow children and families from grade school through high school.

Although full-time site level

coordination is widely preferred, field experience suggests that part-time, site-level coordination models can and do work. Their success depends on what responsibilities part-time coordinators are expected to assume and whether it is reasonable to expect that kind of commitment on a continuing basis. Communities In Schools (CIS), for example, has sites that use both full-time and part-time approaches. Based on close observation, CIS concludes that part-time coordination is most effective when, like the Bridges To Success model, it does not involve direct service delivery and is more narrowly focused on overseeing activities previously brokered by a community-level coordinator. Ideally, part-time coordinators at the site level stay close enough to the action to know when problems in logistics, agency participation or personal relations are looming on the horizon. They keep community-level coordinators informed and hand off major issues that cannot be easily resolved.

The Principal's Role

Besides the coordinator, the single most important person at the site level in any school-community initiative is the principal. At the site level, the relationship between the coordinator and principal sets the tone for the entire initiative. More than two-thirds of initiatives report that site coordinators report to, and are at least partially supervised by, school principals — whether or not they are school district employees. In every case, coordinators must work closely with building administrators and keep them informed and involved.

There are as many different relationships between principals and coordinators as there are sites. In the most positive arrangements, principals and site coordinators work as partners. Principals readily share some measure of their authority with the initiative and actively engage the entire school community in activities. They are willing to make accommodations because the added value of the school's involvement with the initiative is so clear. Said one principal of her school-community partnership: "This school has the benefits of a two-parent household. We live in the same house, and we share our children."[a] Principals who have invited initiatives into their schools, understand what the initiative is about and know what is expected of them, are more likely to develop this kind of attitude. Although seldom done, financially recognizing principals for their work may also have a powerful effect.

- Denver's **Family Resource Schools** (FRS) clear "standards for implementation" set the stage for site-level partnerships. Developed with input from experienced FRS principals, the standards describe the initiative and the values that drive it. Principals are asked to formally agree to be a FRS and secure a similar commitment from school-based management teams; to attend monthly FRS meetings; allot space within the school for a family resource room and for FRS programs; and implement staff and teacher training in family support principles.
- New York's **Children's Aid Society (CAS) Community Schools** have gone a step further. They provide principals a $1,000 per month stipend. In the same way that teachers are paid for developing and leading extended-day activities, principals are compensated for ensuring that all CAS activities are integrated into the school curriculum and for the additional time that this requires.

Guest and Host

Although equal partnerships are the ideal, a more typical relationship between sites and schools is often described as that between a guest and host. One initiative likened its position in the school to that of a mother-in-law visiting a married child. "Even though you're invited, and even though every one is glad you're there, you're still on their turf. You can't take anything for granted."

Many initiatives find it helpful to acknowledge their role as guests and to show a certain deference to school needs.

They know they bring valuable resources to students and families, but they also realize they add another layer of complexity to school operations. Their presence inevitably lengthens the list of what custodians, security staff, principals and teachers need to do, usually without any additional pay or time. And they increase the demand on resources, like space, that everyone wants. In staff size and budget, most initiatives are comparatively small in comparison to the entire school, and unless they know how to leverage negotiating power, they can end up last on the school's list of priorities.

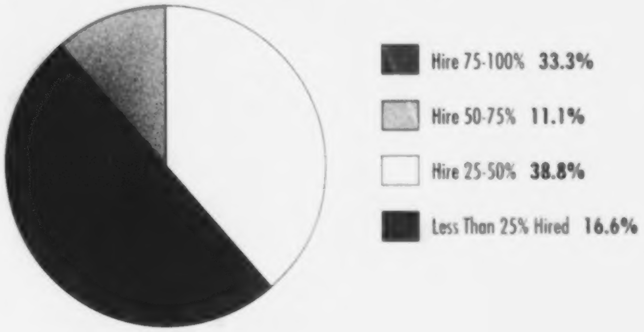
One of the best ways to build up a cache of good will toward the initiative is by offering help when school staff asks for it. Initiatives want and need to become involved in expanding and enriching the life of the school, and this kind of cooperation is often a vital first step. It is essential, however, that site staff, especially the coordinator, knows how to make choices about what and how much it can do. Site staff, anxious to be accepted by school colleagues, can sometimes be overwhelmed by ongoing school needs and deflected from its own work. As one seasoned veteran put it: "We want to do what makes sense. Lending a hand by taking a disruptive student out of class, when it's someone we're already working with, makes sense. Taking over a class so the school doesn't have to call a substitute just doesn't." According to another initiative-level coordinator: "Nearly all of our principals are supportive, but sometimes there's a tendency to keep staff so involved with troubled students there's not enough time for families and communities. We have to pay attention and keep our balance."

Staffing

A wide range of staff — including teachers, social workers, clinicians, as well as other professionals and parents with assorted skills — offers activities at the site level.

Figure 8

Percent of Staff Hired by Initiative at an Average Site*



*Sample Size = 18

Fifty-five percent of reporting initiatives hire only half or less of staff that provides activities. The remainder are redirected from partner agencies, volunteers or employed by an agency under contract to the initiative.

Initiatives with a strong emphasis on educational enrichment, like Beacons and Children's Aid Society, are especially likely to hire teachers or teaching assistants to staff early childhood development programs, after-school care and extended-day learning. Initiatives that offer primary health services on-site must also engage qualified practitioners, often on a contract or fee-for-service basis. Other initiatives look for staff trained as community organizers or youth development specialists.

Staff members may be hired by the initiative, but more frequently they are either loaned at no cost from a partner agency or employed by an agency under contract to the initiative. More than 55 percent of the initiatives in this sample say they hire half or less of their project staff (see Figure 8). Supervision of staff on loan or under contract from another agency is often split between the home organization and the site coordinator.

Volunteers

Volunteers — a kind of redirected resource from the community — are also used in a broad range of activity areas. In some cases, like New York City's Beacons, where liability rules require volunteers to work with paid or redirected staff, volunteers are not given primary responsibility for specific activities. Other initiatives use volunteers independently, often in mentoring and leadership development activities. Sites often don't track the dollar amount of volunteer contributions but where they do it is substantial. The worth of volunteer hours in St. Louis Park's Community Education Schools during the 1995-1996 school year were estimated at more than $90,000. As the following examples show, strong volunteer involvement enables initiatives to provide activities they could otherwise not be able to afford, broadens parent and community participation and offers a stepping stone to employment.

- **West Philadelphia Improvement Corps'** Saturday School has flourished with a core staff of volunteers since 1988. University of Pennsylvania alumni, community members and work study students, sometimes with paid teachers, provide a range of classes and enrichment activities to 250 young people and adults every Saturday morning from 9 to noon throughout the school year. For the past two years, this weekend highlight has operated entirely without funding.
- In **Children's Aid Society (CAS) Community Schools**, volunteerism has become on-the-job training. CAS schools have a structured volunteer program that has evolved into a kind of job training, or a first step to paid employment. More than 100 volunteers are now employed part- or full-time by the schools, and many have found jobs elsewhere. Volunteers (parents mostly) often serve as receptionists, clerical assistants and day-care providers. CAS offers career training and certification to parents and volunteers to be teachers' aides, child-care providers, screeners for Medicaid enrollment, health aides and peer counselors, among others. Some key leaders have been identified and/or developed through these experiences. About 60 former volunteers are now employed in CAS schools, and several hundred more who were previously unemployed are working elsewhere. Although the initiative began with mostly teachers and staff contracted from other agencies, parent volunteerism and employment have helped create a balanced staff of professionals and paraprofessionals reflective of the surrounding neighborhood.

REFLECTION QUESTIONS

1. Has your initiative considered the pros and cons of both full-time and part-time site coordination? If you decide on full-time coordination, how does your community plan to develop the resources needed to fund this position? If part-time coordination is agreed upon, how does your initiative plan to ensure effective communication, staff support and follow-up?
2. Given the purposes of your initiative and its stage of development, what qualities and skills are most important for your site coordinators to possess?
3. What kinds of inservice training and leadership development for principals and teaching staff are currently available to help them work effectively as partners with other community institutions? How might it be strengthened, improved or expanded?

Profiles of Two Initiatives

Caring Communities

State of Missouri

Missouri's Caring Communities approach began as a demonstration project in 1989 at Walbridge Elementary School in St. Louis. It was launched by the directors of Missouri's major human service agencies after numerous conversations with the Danforth Foundation. The idea was to use foundation money to help communities leverage substantial state dollars they were already receiving to design their own more responsive and comprehensive delivery systems.

At Walbridge, a project director pulled together a local advisory council and with the full participation of the principal began to think through an approach that would not only deliver services but also articulate and strengthen community values. A mid-level interagency staff team was established to help cut through bureaucratic barriers keeping them from implementing their vision. State dollars, which often came with major strings attached, were delivered first to "pass-through" agencies and then to the site, thus allowing the initiative more flexibility in how funds could be used.

In 1993, an executive order created the Family Investment Trust, a state-level, public-private partnership charged with developing new relationships among the state, its communities and families, and producing better results for children and families. The success of the Walbridge demonstration led to the adoption of Caring Communities as its primary service delivery strategy. In 1995, the General Assembly appropriated $21.6 million to be pooled among five state agencies to support comprehensive, school-linked service delivery.

There are now 64 Caring Communities adaptations throughout the state. Their work is overseen by local Community Partnerships, collaborative bodies authorized by the state to organize and finance services to families and children. Though based on the Walbridge demonstration, each of these Caring Communities efforts is distinct and reflects local values and concerns. Their approaches are similar in their commitment to activities, services and supports that are flexible, family-focused, and designed to build on strengths and produce measurable results.

Children's Aid Society Community Schools

New York City

The Children's Aid Society (CAS) Community Schools (P.S. 5, P.S. 8, I.S. 218 and I.S. 90) in northern Manhattan are the result of partnerships between CAS, the New York City Board of Education, the school district and community based partners. The aim is to develop a model of public schools that would combine teaching and learning with the delivery of an array of social, health, child and youth development services that emphasizes community and parental involvement.

With an annual budget of $5 million, the program serves more than 7,000 students and their families — largely low-income immigrants. It provides on-site child and family support services, from health-care clinics and counseling to recreation, extended education — both before and after school — summer programs, early childhood and Head Start programs, adult classes, job training, immigration services, parenting programs, and emergency assistance. Services are offered from 7 a.m. to 10 p.m. year round.

But CAS has not created a school within a school. The goal is to help strengthen the educational process for teachers, parents and students in a seamless way. Thus, at each school, the site director, employed by CAS, works as an equal partner with the principal on integrating their concerns and expertise to achieve this common goal.

MAPPING QUESTIONS

How much does it cost to provide activities at the site level? Where does the money come from?

OVERVIEW

This section defines core funding and looks at the extent to which initiatives rely on core funding from several key sources. It explores the range of funding support that underwrites site-level activities, including cash support from the initiative, redirected non-cash resources from partner agencies, and locally raised contributions such as grants and fees for service. Issues related to the limited availability of precise information on the total costs of creating and maintaining school-community initiatives are discussed. The section concludes that better cost data are likely to emerge only when better methods are found to track results and to calculate the dollar benefits attached to them.

FINDINGS

- Most initiatives rely on a primary source of core funding to provide a significant portion of their operating costs and to ensure some degree of stability to their sites. State legislative allocations to single departments — primarily education agencies and not-for-profit organizations including foundations, local United Ways and universities — together fund about two-thirds of this sample. Local general purpose government and pooled funds from existing budgets of multiple government agencies at the state and local levels provide core support to the remainder.
- Local school districts are not a typical source of primary cash funding although they are an important source of redirected and in-kind services.
- Costs at the site level are variously supported by cash funding from the initiative; by redirected, non-cash resources from partner agencies; and by locally raised contributions. Most reporting initiatives, 59 percent, provide an average site with $100,000 or less in cash support each year. About 29 percent, primarily state-funded initiatives, provide between $100,000 and $300,000 per site per year. A relatively small proportion provide more than $300,000 annually.
- Income and revenue budgets detailing the exact amounts of support from other than core funding sources do not exist at the site level in most initiatives. The

addition of these resources, however, enables sites to do much more than what their cash budgets alone could finance. Forty-two percent of reporting initiatives say an average site covers between one-quarter and one-half of its actual operating costs by using redirected resources. Seventy percent estimate that more than three-quarters of their sites raise at least some additional revenue on their own. These dollars come from matching dollars, grant funds, dollars acquired through fundraising activities, volunteer participation and fees collected from participants.

- Many school-community initiatives draw on a range of federal, state and local government funding sources as well as monies from foundations, corporations, donations and fees.

ANALYSIS AND DISCUSSION

Sources of Core Funding

In most cases, school-community initiatives derive their cash budgets from multiple sources. Combined funding is often required to achieve the amount of support initiatives need to operate at their preferred level. Diversification also allows initiatives to offset decreases in one revenue source with increases in another. (See discussion on Sustainability in Part Three of this report.) Most initiatives, however, rely on one primary source of core (cash) funding to provide a significant portion of their operating costs and to ensure some degree of stability to their sites. A variety of sources provide this kind of cash support to the initiatives in this sample, usually accounting for about half of each initiative's cash budget which is, in turn, shared with sites. Figure 9 shows the distribution of the initiatives in this sample by these primary sources of core support:

- state legislative allocation through education or human services departments;
- not-for-profit organizations, including foundations, universities and local United Ways;
- local general purpose government; and
- pooled funds from existing budgets of multiple government agencies at the state or local level.

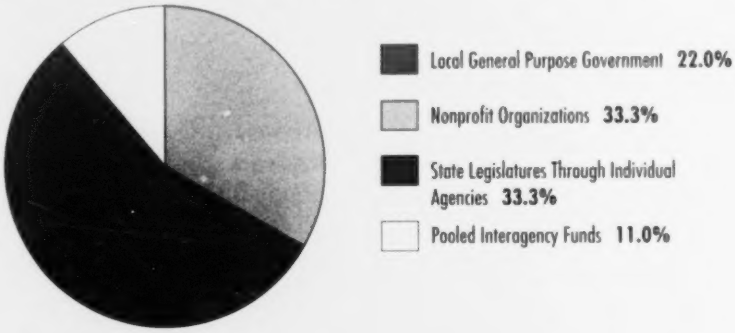
State Legislative Allocations

State legislatures, through individual departmental allocations, primarily to state education agencies, provide core support to about a third of the initiatives in this sample. Core funding derived from state legislatures in some initiatives like California's Healthy Start and Washington's State Readiness to Learn initiative is designed to create more responsive child and family services by encouraging collaboration among public- and private-sector providers rather than by funding additional services. Funds are time-limited, and localities are encouraged to begin developing alternative funding strategies at the onset of their work.

Some other cases, like Kentucky's Family Resource and Youth Services

Figure 9

Source of Initiative's Core Cash Support*



*Sample Size = 18

At the initiative level, core cash funding to provide a significant portion of operating costs and some stability to sites typically comes from one of several sources.

Centers, are designed to bring increased revenues generated by state and local taxes to schools with high concentrations of low-income children on an ongoing basis as part of the state education budget. Similarly in New Jersey, funding through the Department of Human Services is intended to continue as a line item in the state budget.

Not-for-Profit Organizations

Not-for-profit organizations, primarily foundations and the United Way, provide core funding to another third of this sample. Reliance on short-term foundation funding requires sophisticated grantwriting capacity and constant attention. The Children's Aid Society Community Schools initiative, which is over 60 percent foundation-funded, has the advantage of a well-staffed and highly skilled development office. According to one grantwriter, "Raising money for community schools is the easiest money to raise. Funders want to do something that makes sense and this does." Even so, CAS and other initiatives whose primary support comes from foundations underscore the importance of diversifying cash funding, drawing on both multiple foundations as well as public-sector grants and funding streams.

Core support from local United Ways, another kind of not-for-profit core funding source, is often not subject to the short-term nature of typical foundation funding. In Bridges To Success, for example, the local United Way has made a long-term commitment to school-community partnerships. As its primary initiator and day-to-day manager, United Way values Bridges as a targeted way to address serious and overlapping community needs and views its annual $450,000 support for the initiative as an ongoing responsibility.

Local General Purpose Government

General purpose government also plays a significant role in school-community initiatives, providing core support to about 22 percent of this sample. This finding suggests that these initiatives are recognized by elected officials and taxpayers as worthy of their continuing support. New York City's Beacons initiative, originally funded by the mayor's Safe Streets, Safe City program, is now a line item in the city's Department of Youth Services. City government also provides core support to two community education initiatives in this sample, Birmingham Community Schools and St. Louis Community Education Centers (using federal community development block grant funds), and significant subsidy through a local tax levy to a third, St. Louis Park, Minnesota.

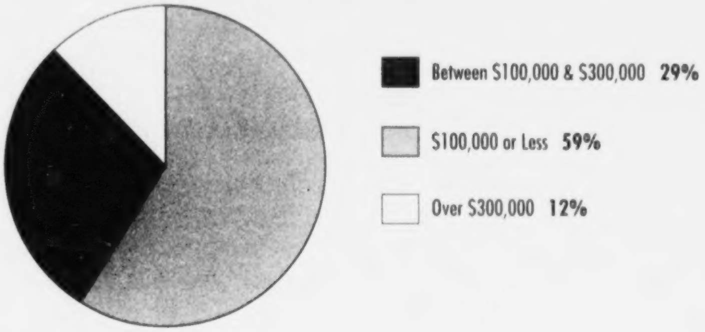
Pooled Funds

Pooled funds from existing budgets of multiple agencies fund Missouri's Caring Communities initiative and San Diego's New Beginnings. In Missouri, state departments governing social services, mental health, health, education and labor each bear part of the cost of underwriting Caring Communities, on the premise that by removing categorical barriers, services can be designed and delivered more efficiently. Legislative language in the state budget specifies that funds are to be pooled across agencies, thus ensuring that all five agencies decide together how funds are spent, regardless of which agency actually receives funds. Similarly, New Beginnings at the local level does not rely on new money but attempts to provide more flexible methods for blending already allocated funds among key county and city agencies. In both initiatives, new money can be used. This acknowledges the fact that additional support beyond what is available to actually provide services is almost always needed to cover the administrative and staffing costs of collaboration, as well as related costs necessary to strengthen the system, including data tracking methods and evaluation.

Notably, school districts are not a typical source of primary cash funding. They are, however, important and consistent contributors to virtually every school-community initiative, usually through in-kind contributions of facilities

Figure 10

Cash Assistance Provided to an Average Site Annually*



*Sample Size = 17

The majority of school-community initiatives provide sites with $100,000 or less each year.

and sometimes staff. In the Bridges To Success initiative, the Indianapolis Public School System has paid the salaries of site coordinators since the inception of the program. In some other initiatives, support is increasing. In New Jersey, for example, local districts have begun contributing cash for salaries and fringe benefits, and to help support expansion.

Cash Funding From the Initiative

Activities at the site level are supported variously by cash funding from the initiative; redirected, non-cash resources from partner agencies; and locally raised contributions. Figure 10 shows the range of cash support that initiatives provide to an average site each year. Most initiatives, 59 percent, provide $100,000 or less. About 30 percent, primarily state-funded initiatives, allocate between $100,000 and $300,000 per site per year. A relatively small percentage gives an average site more than $300,000 annually.

How this money is used varies. It almost always must pay for core staff to the initiative. It is also often used to help defray security, maintenance and utility costs associated with keeping schools open for extended hours. Sometimes it is used to purchase services that cannot be brokered for free.

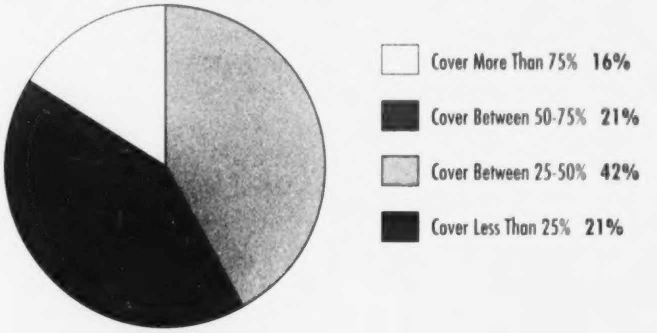
It has been estimated[9] that the cost of providing a "full service school" with health and social services for young people and families costs between $100,000 and $300,000 per year, depending on the comprehensiveness of the program. Given the extent of activities provided by the initiatives in this sample, this range of cash support suggests that redirected resources, brokered at both the community and site levels, as well as local contributions, must play a significant part in most of these initiative's actual operations.

Redirected Resources

Redirected resources include staff, facilities and materials provided at no cost to the initiative by partner agencies. Figure 11 suggests the percentage of operating costs that initiatives estimate are covered by

Figure 11

Percentage of Site-Level Operating Costs Covered by Redirected Resources*



*Sample Size = 19

Forty-two percent of reporting initiatives estimate that an average site covers between one-quarter and one-half of its actual operating costs by using redirected, non-cash resources.

redirected resources at an average site. Note that very few initiatives calculate and keep track of the dollar amount of non-cash resources, especially at the site level. As a result, these findings are subject to a broad margin of error.

With that caveat, the highest percentage of reporting initiatives, 42 percent, say an average site covers between one-half and one-quarter of its actual operating costs by using redirected resources. Specifics on the source and kind of these contributions and the extent to which they represent arrangements brokered at the community level or the site level are not known. The significance of these resources, however, is consistent with findings reported elsewhere in this report on the strategic importance that virtually all initiatives place on collaboration (see Part One) and the extent to which initiatives rely on redirected staff to provide activities (see Part Two, Key Feature #3).

Local Contributions

According to initiatives, most sites contribute to their own operating budgets. Seventy percent estimate that more than three-quarters of their sites raise at least some additional revenue on their own or at the community level (see Figure 12). These dollars come from a variety of sources, including grant funds, dollars acquired through fundraising activities, volunteer participation and fees collected from participants. Again, the exact sources and amounts of this support are uncertain. In general, however, initiatives report that the percentage of local contribution is increasing.

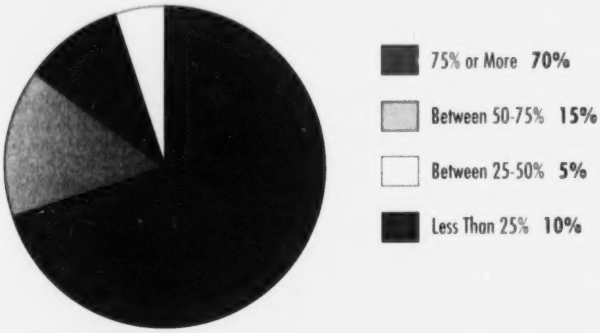
State initiatives generally encourage local investment through mandatory matching funds. California requires a two-tiered local match — 25 percent at both the community and site levels for three to five years. The level of the local match in New Jersey's School-Based Youth Services Program has increased from 20 percent to 25 percent since it began. Washington State's Readiness-to-Learn initiative requires a 25 percent match. Twenty four of 26 sites already exceed this amount and 14 match state funds dollar for dollar.

Localities also generate funds for their operating budgets through a wide range of state and federal grants and funding streams. These sources can generate large sums that are well worth the effort required to apply for and maintain. Initiatives have successfully sought support from Title I funding for educationally disadvantaged children, Family Preservation and Support Act dollars, Title IV-E child welfare funds, Title XI Coordinated Services funds from the U.S. Department of Education, Department of Labor School to Work funds, AmeriCorps funds, and Community Development and Child Care block grants, among others. Medicaid reimbursement for both services and administrative costs has also been captured by some initiatives, including some Healthy Start sites and in Children's Aid Society Community Schools, where Medicaid reimbursement is estimated to cover 18 percent of the initiative's cash operating budget.

Over half, 55 percent, of the initiatives report collecting fees for some activities. The most frequently cited activities for which initiatives charge are preschool, and before-

Figure 12

Percentage of Sites that Raise Some Portion of Own Operating Costs*



*Sample Size = 20

Seventy percent of school-community initiatives say that more than three-quarters of their sites contribute to their own operating costs.

and after-school child care. Initiatives also noted minimal fees for some recreation services. Sliding fee scales are used in some cases to charge for mental health services, charges are also frequently attached to adult education courses in community education programs, or to pay for testing packages used in literacy classes. In at least a few of these cases, fees may be waived. Some initiatives, like the Pacoima Urban Village, run volunteer "service exchange banks" where participants can contribute or receive services, such as babysitting, auto repair or house repair, from other community members.

It is uncertain how much of each initiative's operating budget fees for services cover. One exception is the St. Louis Park Community Education initiative, which says it generates 55 percent of its operating budget from user's fees. In most cases, however, it is more likely that user's fees offset a relatively small portion of program costs. Other research[10] suggests that user's fees have not yet become a stable or substantial source of revenue in comprehensive initiatives. Their greater advantage may be as a "symbolic gesture." When people have to pay even a token amount to participate in activities or to receive services, they may be more likely to participate fully. The risk, of course, is that in low-income communities, even very low fees can keep some people from participating.

Issues in Calculating the Cost of School-Community Initiatives

The general nature of the findings discussed above confirms how little is known about what it actually costs to operate school-community initiatives and where that support comes from. A similar conclusion was reached in a 1995 review of the costs, benefits and financing strategies of 50 comprehensive, community-based initiatives.[11] According to the authors, "concrete data on the costs of creating and maintaining comprehensive support systems are almost totally lacking." In addition, they found little information on the start-up and administrative costs associated with collaborative efforts to coordinate services and reconfigure delivery systems. Nor did they find any comparative data by which to measure the relative costs of comprehensive, cross-sector service delivery methods against more traditional, categorical designs.

There are several reasons why data of this kind are so generally absent.[12] First, cost analysis efforts are time and resource consuming. Without a compelling reason for tracking this information, many initiatives would rather attend to issues more directly related to children and families. Second, non-cash resources can be difficult to value in dollar terms. Third, it is hard to know how to allocate costs and resources that derive from numerous funding streams and that may be shared in differing proportions across sites, various levels of the initiative or with other partner agencies. Fourth, site-level staff may not have the skills or technical support necessary to track this information. Fifth, initiatives, acting as advocates for their programs, may not wish to calculate costs until they are in a much better position to calculate benefits as well.

As discussed more fully in the section on Accountability later in this chapter, results-based accountability systems are not fully in place in any school-community initiative. Broad agreement on key results is developing, but indicators by which to measure progress toward results have either not been established or are not being consistently tracked. Additional analysis to determine the social and economic costs avoided by preventing problems and their consequences from occurring is even further down the road.

Initiatives are wise to recognize the political risks inherent in attempting to spell out exactly what their efforts are costing without corresponding data on the dollar for dollar benefits and cost savings being accrued. Doing so risks spurious comparisons with traditional service delivery methods and can lead to false conclusions about efficiency and effectiveness. Initiatives themselves are anxious to make a compelling dollars and cents case for comprehensive, school-linked activities. But first they must develop the tools and accountability systems with which to accurately assess their impact.

- California's **Healthy Start** initiative supports the efforts of local partnerships to devise new ways to deliver comprehensive services to children at or near schools. Since its aim is to provide "glue money, not new money," no more than 50 percent of grant funds can be spent to actually purchase new services. Support for local efforts ranges from $50,000 for a planning grant to as much as $400,000 for operational grants over a three- to five-year period. For each year of funding, a 25 percent local match at both the community and site levels is also required. Sites are expected to use state dollars primarily to leverage additional funds. A state-level participant estimates that local contributions of staff, facilities and materials doubles an average site's ability to provide services.

From the onset Healthy Start has worked closely with localities to prepare them to make the transition to full local support after state funds expire. In addition, many districts are using the Title XI provision of the Elementary and Secondary Education Act (ESEA) which enables them to redirect up to 5 percent of all federal education dollars to coordinate support services for students. One strategy has been to help schools become designated Medicaid providers, a possibility provided for by federal legislation in 1993. As designated providers, schools are paid back by Medicaid for eligible health services they provide on site. A state statute was written to ensure that reimbursements come to the providing school district rather than to the state and that resulting funds are used only to support activities similar to those provided by Healthy Start. Significant revenues have been generated although they have not been as large as expected. Part of the problem has centered on the difficulty schools have had in identifying which of their students are also eligible Medicaid recipients. With Healthy Start support, considerable cross-agency work has been done to develop and refine data-matching techniques and speed the process.

- The **Community Education Program** in St. Louis Park, Minnesota, has a diversified funding base that includes fees for services, city and school district support, and grants. It also includes a less typical source of revenue — a local tax levy earmarked to support its programs. In 1973, two years after community education became an established part of the State Department of Education, Minnesota lawmakers authorized localities to levy a tax of up to $1 per capita to stimulate the growth of community education in school districts throughout the state. Since then, the number of districts with community education programs has grown to well over 400 and the tax rate has increased to about $6 per capita. Localities may decide to use some or all of this taxing power. In St. Louis Park it is used to its full advantage.
- **Birmingham Community Schools** illustrate a strong city/school district funding partnership. The same formula has been in effect since 1973. Two-thirds of the program's budget comes from the mayor and city council through the city's general fund. The remaining third is covered by the board of education. The resulting $3.2-million operating budget supports 18 sites with more than 40 full-time and nearly 500 part-time staff. Operating funds are used to hire core staff, purchase supplies, and develop publications and materials for outreach. The district covers all utility, custodian and security costs, and pays the salary of a full-time coordinator and secretary at primary sites. Additional costs are paid by class fees; grants, including Adult Education and Job Training Partnership Act funds; and cash and in-kind contributions other than staff, facilities and materials. The initiative estimates that it generates more than $500,000

each year in-kind services.

The strength of Birmingham's program derives in part from its willingness to evaluate strengths and weaknesses and lay out the challenges it must address. In its 1996-2000 Strategic Plan, Birmingham sees funding as both a strength — in its general design and continuing support from city and schools — and a weakness — in that costs continue to rise. Several of the most pressing challenges Birmingham must address are clearly related both to funding and maintaining high quality staff. Before the turn of the century, additional funding must be found to stem staff turnover in after-school care; cover the costs of a required minimum wage increase; and compensate for shrinkage in their large pool of volunteers as women, traditional sources of volunteer assistance, enter the paid labor market. These challenges are by no means unique to Birmingham. By clearly defining these and other expanding costs, Birmingham is taking the first step toward solving them.

REFLECTION QUESTIONS

1. What steps could your initiative take to secure permanent and expanded core funding?
2. What sources of funding are other communities tapping that might be available to your initiative?
3. How might your initiative use better data on redirected resources to leverage additional support?

Profiles of Two Initiatives

Communities In Schools, Inc.

Alexandria, Virginia

Communities In Schools, Inc. (CIS) is a national organization that provides a flexible approach/process for states and localities interested in building school-community partnerships. Formerly know as Cities In Schools, CIS offers information, training, technical support and linkages to a national network of local, independent CIS sites and affiliates across the country. CIS encourages innovation and the sharing of best practices and awards, special grants and nationally leveraged resources to members of its network. Supported by both public and private dollars, CIS awarded more than $3.3 million to state and local programs participating in time-limited national initiatives in 1996. Grants were targeted at seeding local sites, developing programmatic initiatives and building self-sufficiency at CIS initiatives.

The more than 135 local CIS initiatives in 33 states and Washington, D.C., are governed by independent, public-private partnerships incorporated as not-for-profit (501c3) organizations. These boards adapt the CIS process to local needs by identifying and brokering community resources and raising 95-100 percent of local operating costs. At the site level, teams of assigned and relocated/repositioned staff work with teachers, school personnel and community volunteers, which are service hubs in a communitywide support system.

The process becomes a bridge that connects schools and their communities to students and families. Across this bridge travels a variety of health, social and family services plus an assortment of other programs, volunteers, mentors and tutors. The shared mission is to bring services into schools, connect young people to caring adults; and see to it that young people stay in school, develop skills and contribute to their communities. Sixteen state CIS organizations also operate to replicate the CIS stay-in-school approach and secure state support for local programs. CIS partnerships, operating in more than 1,500 school sites, serve more than 350,000 children and their families.

Community Education Centers

St. Louis, Missouri

Community Education Centers in St. Louis were established in 1968. The current initiative, launched in 1994, reflects a shift from adult education and community recreation to a much more focused approach on service delivery, student outcomes and collaboration with other agencies. In calling for these changes, the school board pointed out that "in order for schools to make substantial improvement in the education of urban children, there must be improved delivery of social and health services ...."

This shift has resulted in closer connections between the K-12 academic program and community education's expanded focus on human services efforts, and has led to greater involvement in community problem-solving. Currently 16 Community Education Centers offer free and fee-for-service activities to 18,000 residents annually, including, for example, parenting and family resource services, summer academies focused on cultural awareness, neighborhood involvement in asset mapping and problem-solving, and a wide range of recreation and community education classes.

MAPPING QUESTION:

What activities do initiatives provide at the site level?

OVERVIEW

This section reports on the frequency with which 17 generic activities commonly associated with school-community initiatives are offered by the initiatives. It suggests which of these activities initiatives consider most important as well as the areas in which initiatives would most like to expand their efforts. The extent to which activities reflect a set of blended purposes and strategies is considered, and examples of activities in each key area are provided.

FINDINGS

- Most initiatives provide a wide range of activities. Eighty-five percent offer more than three-quarters of 17 general types. Tutoring and literacy services, parent education, and referral services are offered nearly universally. These activities, along with case management, offered by 85 percent of the sample, are also most frequently cited as among each initiative's five most important.
- Activity is least frequent in the areas of housing and economic development; and these areas are least likely to be considered among an initiative's key activities.
- While more than 80 percent of initiatives say that most sites offer some primary health services on site, nearly the same percentage reports that these services are generally not as available as they would like. Only about one-third of reporting initiatives are considering expansion in this area.
- About two-thirds would like to enlarge school-age child care.
- There is considerable interest in augmenting leadership development and job training.
- Ninety percent of the initiatives offer mentoring and community organization activities.
- Averaging each activity in terms of its frequency, importance and likelihood of expansion suggests that tutoring and literacy, parent education, school-age child care, leadership development, and employment and job training are the five most salient areas of activity across the field. This array reflects each of the four major approaches and purposes connected with school-community initiatives and confirms the extent to which the field is characterized by blended and complementary purposes, strategies and activities.

Table 5

Range of Activities by Frequency, Importance, Expansion

MAJOR APPROACHES TO SCHOOL-COMMUNITY INITIATIVES

SCHOOL REFORM

	Activities	Percent of Initiatives that: Provide*	Consider Very Important**	Wish to Expand***
SERVICES REFORM	Referral	95	43.7	13
	Case Management	85	50	20
	Primary Health Care	80	25	33
	Infant & Toddler Program	75	14	0
	Preschool-Age Child Care	75	7	13
YOUTH DEVELOPMENT	Before/After School Child Care	90	36	66
	Mentoring	90	29	20
	Community Service Opportunity	80	21	40
	Recreation	80	31.2	40
	Leaderhsip Development	85	37.5	47
COMMUNITY DEVELOPMENT	Career Development	80	12.5	20
	Employment & Training	80	37.5	47
	Tutoring & Literacy	100	62.5	33
	Community Organizing	90	25	33
	Housing	60	0	13
	Economic Development	55	6	20
	Parent Education	100	50	33

*Sample Size = 20 **Sample Size = 16 *** Sample Size = 15

ANALYSIS AND DISCUSSION

Activity Areas

We asked which of 17 kinds of general activities commonly provided in school-community initiatives are provided at an average site (see Table 5). Precise definitions in each area were not given. In order to capture the broad scope and variance of activities, respondents were given wide latitude in reporting which activities they provided. Case management in some initiatives, for example, might mean relatively short-term assessment and coordination of available services. In other cases, it might include much more intensive, long-term contact focused on planning for long-range goals, assessment, referral and follow-up. Within these broad parameters, however, it is clear that all initiatives provide a wide range of activities. Eighty-five percent say most of their sites offer more than three-quarters of the 17 general types.

Frequency

Table 5 shows the percentage of initiatives that offer each kind of activity at the site level. Tutoring and literacy services, parent education, and referral to other agencies are routinely provided by nearly every initiative. Before and after-school child care, mentoring, and community organization activities are engaged in by 90 percent of the sample. About 85 percent offer case management and leadership development. Eighty percent of the field provide community service activities, recreation, career development, and employment and training activities.

Housing and economic development are the activities least frequently reported. On average, only about half of the reporting sample do work in these two areas. Structured child care for young children is the second least emphasized area of activity. About three-quarters of the sample offer programs for either infants and toddlers or preschool-age children.

A relatively high percent of initiatives, 80 percent, report that their sites engage in some kind of on-site primary health care. But several of these respondents also took pains to note that these services are provided only at some sites to limited populations, or that they provide little service. While similar comments were occasionally noted in other activity areas, the number of caveats regarding primary health services on sites suggests that initiatives themselves recognize less than full availability in this essential service area. Only about 65 percent say, without any qualification, that primary health care is offered at most sites. When initiatives were asked in a follow-up question whether health services were as available as they would like, 79 percent of respondents said they were not. Despite this concern, only about one-third of responding initiatives say this is an area they hope to expand. This finding suggests the significant and growing difficulty of expanding high-cost health and mental health services at school sites, especially given changes introduced by managed care. Many clinics rely on Medicaid reimbursements as states require Medicaid recipients to shift to managed care plans. However, not all children and families may be eligible for services provided by another HMO at the school site. Expanded services cannot be financed easily unless agreements are forged among multiple providers, and these are difficult to establish. This is a major problem, given the difficulties students experience and the violent incidents that occur all too often at our schools.

Importance

Table 5 also shows which of these 17 generic activities are considered by initiatives as among their five most important. The activity area most frequently considered key at the site level is tutoring and literacy services, selected by 62.5 percent of responding initiatives. Case management and parent education were each selected by 50 percent of initiatives as among their top five essential services. Housing, economic development and preschool-age care were least often selected as key activities. Before- and after-school child care for school-age children, however, was chosen as an essential activity area by over a third of responding initiatives and, as noted below, constitutes a major area of potential growth.

Likelihood of Expansion

Finally, Table 5 shows the activity areas in which initiatives say they would like to do more. Far and away the area that most sites say they hope to expand is before- and after-school child care. Sixty-six percent of initiatives selected this area. It is not clear, however, whether respondents are more interested in before-school or after-school child care. As noted above, before-school programming is fairly limited in most initiatives and there has been little recent expansion of this activity. In addition, one initiative made a marginal notation indicating an exclusive focus on after-school care. Generalizing from these facts, it is likely that after-school child care is the actual preference of most initiatives planning expansion in this area.

Initiatives are also interested in adding activities in the areas of both leadership development and employment and job training. Forty-seven percent of respondents designated these areas while 40 percent want to augment recreation and community service opportunities. There are no reported plans for expanding infant and toddler child care and very little interest in enlarging referral and housing-related activities. There is somewhat more reported interest in economic development and preschool-age child care.

Other activities not specifically included on the activity list were also added directly by respondents. While most of these could have been included within the checklist areas, their inclusion may suggest the particular importance that initiatives attach to them. Several noted mental health, substance abuse counseling, non-primary health services and special referral services. Echoing growing interest in community involvement, initiatives also called attention to neighborhood and community activities, including neighborhood stabilization efforts, community policing programs, senior citizen activities and citizenship classes.

Relationship of Activities to Purposes and Major Approaches

Findings suggest that these school-community initiatives provide a wide range of activities. This array is quite comprehensive and reflects the blended approaches and major purposes and strategies characteristic of the field of school-community initiatives discussed in Part One. The far left margin of Table 5 suggests a rough correspondence between each of these approaches, the generic activities discussed in this section and the overlap among them. The left margin suggests that virtually all activities relate to the broad area of school reform. Table 5 also reflects the view of initiatives (discussed more fully in Part Three) that "providing services and supports to children and families, expanding the depth and breadth of developmental learning experiences, and building neighborhood participation in critical issues ... 'don't just set the stage for school reform, they actually are school reform.'"

Efforts to improve access to social services are clearly evident in the importance attached to case management and referral to off-site services, as well as in the provision of primary health care, family support services like child care, and employment and training services across the field. Youth development activities — including mentoring, leadership development, community service opportunities and career development — are widely in evidence. Community development is enhanced by directing many of these same services and opportunities not only to students and families but also to anyone who lives in the neighborhood surrounding the school (see Key Features on Intended and Actual Participation). Tutoring and literacy services and community organizing activities also play a major role in community development, as do housing and economic development efforts.

School reform begins in most initiatives with parent involvement, but it is also inextricably linked to other services and youth and community development activities that build a positive school climate and broaden community involvement in school decisionmaking. While the original list of 17 generic activities did not single out curriculum development and school restructuring activities, initiatives were asked in a follow-up question to what extent they engage in these activities, how important they consider them and whether they comprise an area in which they hope to amplify efforts. The answers suggest, as does Part Three of this report, that work in the broad area of school reform is just beginning. Much of it is building on the foundation laid by strong parent involvement, an area in which every initiative is active and which fully half consider of key importance. Only one of those who responded said curriculum development and school restructuring activities are now among its key activities. Over a quarter, however, indicated that these are activities which they intend to expand in the future.

The comprehensive spread of activities and the blended approaches characteristic of school-community initiatives are perhaps most clearly seen when data presented in Table 5 are summarized across activities. Averaging each activity in terms of its frequency, importance and likelihood of expansion, suggests that tutoring and literacy, before- and after-school child care, parent education, leadership development, and employment and job training, in that order, are the five most salient areas of activity in the field. This range represents activity in each of the four major areas. It underscores the importance that these initiatives attach to education-related activities, to providing supportive services to families of school-age children, to developing the potential for leadership among young people and community residents, and to enhancing the current and future economic well-being of families and the community through employment activities and job-training experiences.

Intentionality

The degree to which this comprehensive scope of activities is intentional rather than the result of scattershot "do whatever you can" programming is not entirely clear. Focus group discussions suggest that most initiatives agree that "staying true to one's mission" is of major importance, even when it means passing up funding. For example, when one Communities In Schools (CIS) site turned down a grant from a major city agency on the grounds that it was not sufficiently related to the initiative's purpose and direction, the head of the agency was so impressed with the initiative's clarity of purpose that he subsequently became an active member in the CIS collaborative oversight body.

As initiatives mature, the purposeful nature of their work is likely to become more evident. In Jacksonville's Full Service Schools, for example, services were initially defined by what partner agencies could provide. Now sites are more actively involving participants in talking about what they most need and want. Staying true to one's mission is critical but so is the flexibility to adapt it and revise strategies and activities when necessary.

Several initiatives avoid scattershot programming by developing activities that relate to core areas of programming, guiding principles or specific results that the initiative wishes to achieve. This approach allows for a broad range of activities but works to ensure that diverse efforts are conceptually linked.

- In New York City's **Beacons Schools** program, for example, planning is designed to integrate activities in four core areas: school-community partnerships, youth development, community involvement and parent involvement.
- The **CoZi Project**, with its Schools of the 21st Century partners, builds its activities around a core set of services and supports including child care, home visits to new parents, vacation care, and information and referral services for all families in the community. School-parent teams frequently decide to buttress these core services with additional programming focused on literacy, pregnancy prevention, prenatal health and nutrition, and inter-generational activities.
- Missouri's **Caring Communities** Program relies on both a set of guiding principles and clear results to ensure that activities are related. It aims for services that are: triggered by the child and focused on the family, flexible and sensitive to the needs and the diversity of families, built on the existing strengths of families, and focused on family support and family preservation. Caring Communities also selects activities for their ability to make progress toward several statewide results, including parent employment; school readiness; school success; child, family and neighborhood safety and health; and young people ready to succeed as productive adults.
- California's **Healthy Start** initiative requires the local collaborative to conduct a thorough community needs assessment followed by "cycle of success" strategy that includes choosing results, developing methods to attain the results, integrating and tracking the work, evaluating the results, and making adjustments to the programs according to the desires of the community.

Part One of this report found that although most initiatives in this survey can point to a primary purpose associated with one of the four major approaches to school-community initiatives, there is considerable overlap among major approaches both within individual initiatives and across the field. This section confirms that same overlap among activities. However, close coherence among principles, activities and results across all four major approaches is still developing in most initiatives. At the same time this kind of integration is evolving, there continues to be innovation within each major approach. Examples of the work school-community initiatives are doing to design better service systems, enhance youth development, strengthen schools and build communities are highlighted.

Strengthening Schools

- Brooklyn's El Puente Academy, a **New Visions** school launched in 1993, designs its activities to change the way teachers teach and students learn. The Academy sees the community as a classroom and employs project-based activities that use real-life issues like health care and the environment to develop young people's conceptual skills and knowledge base. Teachers and students use both English and Spanish in everyday instruction and the curriculum is grounded in four principles of holism, collective self-help, safety and respect. Learning continues through an extended-day program and emphasizes the importance of service as a way for students to contribute to and become part of the larger community. Students have participated in campaigns to help vaccinate children and to screen family members for lead paint poisoning. Student labor created a meditation garden out of a trash-strewn corner lot in the neighborhood. And along with Hasidic youth, they helped mount a successful effort to keep a waste incinerator out of their Brooklyn neighborhood. In 1997, El Puente's first students graduated from high school. Thirty-one of 33 won admission to college and are now attending schools like the State University of New York-Binghamton, Sarah Lawrence and Mt. Holyoke.

Building Community

- St. Louis **Community Education Centers**, in partnership with the city's Police Department and Neighborhood Stabilization Office, have focused on a key community concern — safety. Police officers assigned to every community education center have created a visible presence designed not only to ensure the safety of children and the surrounding neighborhood but also to build relationships among community, school and city, and to help promote parent and community involvement in center activities and neighborhood issues. Known as school beat officers, these city employees participate fully in cross-sector site teams. They share information, hear the perspective of other team members including parents, and work with team members to initiate and support a variety of activities, including drug education. They are involved with students assigned to in-school detention, but they interact with the entire student population. Their informal presence has been especially helpful in defusing potentially disruptive situations, especially at dismissal time. In concert with neighborhood stabilization officers who are also assigned to community education centers, police help to close drug houses and identify abandoned structures in need of demolition. Since the arrival of school beat officers, general crime — including murder, rape, robbery and assault as well as other offenses — has decreased in nearly all neighborhoods surrounding community education centers, in some cases by as much as 55 percent.

Youth Development

- Several of New York City's **Beacons Schools** have participated in an innovative youth development opportunity known as the World Games. Designed for junior and senior high school students, this daylong event brings together students from around the city. Its purpose is to introduce them to other cultures and global issues by assigning them roles as world leaders, members of the media and representatives of international organizations like the United Nations and UNESCO. The goal is for countries to manage and acquire sufficient resources, knowledge and power to survive in competition — and collaboration — with their neighbors. The games are conducted on a gymnasium-sized floor map of the world. Participants must contend with unequal distribution of wealth and issues such as hunger and malnutrition, illiteracy, environmental pollution, and AIDS. The event requires intensive problem-solving and strategy development skills among participants. It helps students see themselves in new roles — as decisionmakers, journalists, advocates and mediators, and encourages them to identify and develop new interests and skills in the process.

Redesigning Service Delivery

- Local collaboratives funded by Washington State's **Readiness to Learn Initiative** have developed a variety of ways to design service delivery that is accessible, family-friendly and aimed at prevention. Sites have improved coordination of resources by establishing inter-agency case management teams that review the needs of individual families and create comprehensive service plans. A family service worker at each site is responsible for implementing these plans. In several communities, partner agencies have teamed up to provide initiative staff with training in their respective eligibility and intake procedures to ensure that families move smoothly through their systems.

Sites also have found ways to bring assistance closer to families, especially in rural areas. Strategies include collocating health department, community organizers, nurses and various agency eligibility workers at school sites; home visits to provide counseling, parent training and case management services; transportation through a volunteer organization and flyers listing transportation assistance; and location of services in apartment complexes and other community locations. They have made services more acceptable and accessible to families.

In addition, numerous sites have sought to avoid agency red tape, prevent service gaps and increase their responsiveness to families by creating service purchase funds. Funded with project dollars, these small accounts have been used in a variety of ways, from helping families find temporary shelter in cases of domestic violence or abuse, to buying clothing necessary for a child to participate in special activities.

REFLECTION QUESTIONS

1. What criteria, if any, does your initiative use at the site level to decide which activities will be provided?
2. Which activity areas does your initiative consider essential? Why?
3. Are there specific areas in which not enough is being done? What steps can you take to change this?

Profiles of Two Initiatives

Community Education Program

St. Louis Park, Minnesota

Community education and school-linked services have been a prominent part of community life in St. Louis Park since 1971. In that year, the city and board of education adopted a formal joint powers agreement establishing the operation and funding base for a new community education program. Today, as then, its mission is to enhance the community's quality of life through lifelong learning and empowerment of its people. Over the years, the initiative has stayed responsive to community needs by honoring change and diversity, building community, acting as a catalyst for collaboration among all sectors of the community, and developing support systems to strengthen K-12 education and student achievement.

There are currently 10 community education centers in operation at schools and community centers throughout the city. Fees constitute more than half of the initiative's revenue with another 20 percent derived from a state-authorized local levy designed to support general community education.

Citizen participation in the design and direction of its programs is a hallmark of the St. Louis Park program. Although administered by the school district, the community education program derives substantial support and guidance from a large, citywide Advisory Council. This volunteer board is composed of representatives from public- and private-sector institutions, businesses, and youth. Dozens of programs and services are offered in a number of program areas including early childhood family education, child care, learning readiness, literacy, youth development and recreation. A set of program-oriented advisory councils work with the citywide group and individual centers to ensure that offerings reflect current research and innovative approaches.

CoZi Project, Yale University Bush Center

New Haven, Connecticut

Conceived of and implemented in 1992, CoZi links two existing initiatives and builds on the momentum of each. The School Development Program (SDP), developed by James Comer, is primarily a decisionmaking, governance model. It engages parents and school staff in teams based on collaboration, consensus decisionmaking and "no fault" problem-solving. Since 1968 more than 600 schools have used SDP to become more inclusive and participatory. In 1987, Edward Zigler designed Schools of the 21st Century, a school-based service delivery model to provide preschool education, child care and special outreach to families with children from birth to age 3. Both initiatives are grounded in the importance of fostering children's total development.

CoZi advances SDP's efforts to engage parents more directly in the management and control of their schools by offering support and services that can make that participation possible. Conversely, it provides a decisionmaking model for Schools of the 21st Century to expand services and introduce principles of development throughout the curriculum.

MAPPING QUESTION

Where and when are activities routinely provided?

OVERVIEW

This section describes the extent to which the location of activities at an average site take place in school or other community locations. It considers the availability of activities in six major time frames: before school, during school, after school, in the evenings, on weekends and during the summer. The role of the school in supporting additional programming hours and barriers posed by space and staffing issues are also explored. It concludes by suggesting the value of increasing activities at non-school locations during weekend hours.

FINDINGS

- Most school-community initiatives provide activities at both school sites and a variety of community locations. A relatively small proportion of initiatives, 20 percent, provide activities only at school sites. The vast majority of the activities, however, take place on school grounds.
- Just over a third of school-community initiatives routinely offer services in at least five of the six major time frames.
- During and after-school programming is consistently available, and evening schedules exist in more than two-thirds of these initiatives. Less than half, however, provide regular activities before school opens and less than a third conduct weekend activities. Most recent additions in programming hours have concentrated on evening rather than before-school or weekend schedules.
- Schools, in addition to providing in-kind services such facilities and overhead, are increasing their contribution to after-hours utility and security costs.
- Limited space and staffing issues, as well as opening and closing costs, continue to pose major barriers to expanded programming in many initiatives.

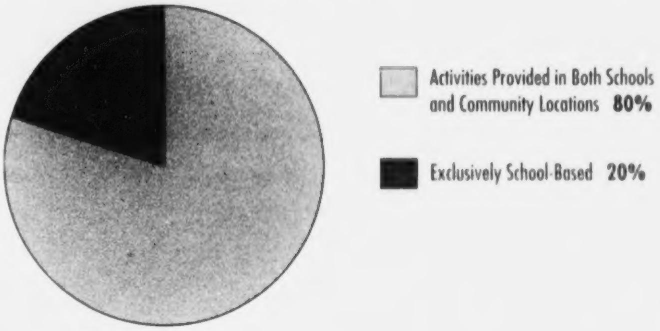
ANALYSIS AND DISCUSSION

Location of Activities

Even though the average site in most of the school-community initiatives in this sample is located in an elementary or middle school, only about 20 percent of these initiatives say they do their work entirely within school walls (see Figure 13). The vast majority of initiatives offer at least some of their programming in community locations, including neighborhood centers, churches, private homes, housing complexes and shopping centers. Some initiatives operate entire sites that are community- rather than school-based. For example, four of Minnesota's St. Louis Park Community Education Centers are in neighborhood centers, Missouri's St. Louis Caring Communities initiative oversees a community-based teen center in addition to its 18 school sites, and Communities and Schools has numerous "non-traditional" sites in malls and private industry.

Figure 13

Distribution of Initiatives by Where Activities Are Located*



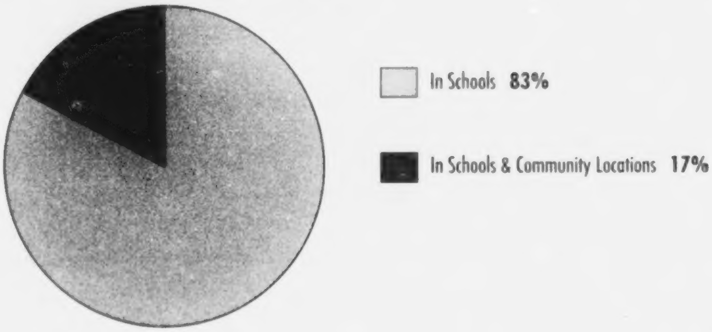
*Sample Size = 20

Only 20 percent of initiatives provide activities exclusively at school sites.

Despite this diversity, however, schools remain the hub of activity. More than 80 percent of initiatives report that the majority of their activities take place in the schools (see Figure 14). Two notable exceptions are Alliance Schools in Texas and the Vaughn Family Center/Pacoima Urban Village. While focused on school improvement, Alliance Schools conducts much of its seminal leadership development work in private homes. As the Vaughn Family Center has sharpened its focus on community development issues, its base of activities has shifted into a neighborhood-based "urban village" setting.

Figure 14

Where the Majority of Activities Occur*



*Sample Size = 20

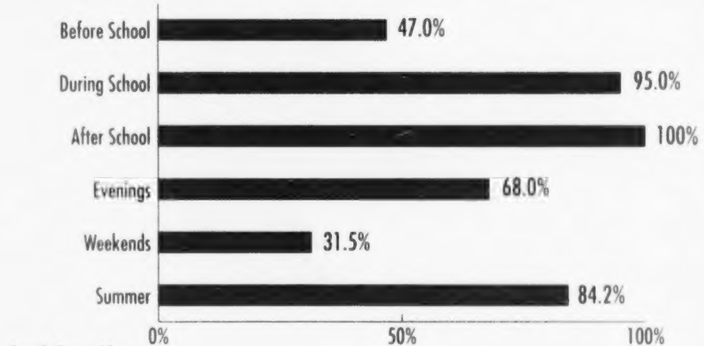
Over four-fifths of initiatives say the majority of their activities take place in school buildings.

Availability During Major Time Frames

School-community initiatives offer a considerable range of programming hours — before school, during school, after school, in the evenings, on weekends and over the summer. Only three initiatives report regularly scheduled activities in every time frame: New York City's Beacons, the Children's Aid Society Community Schools and the West Philadelphia Improvement Corps. Just over a third of the initiatives routinely offer services in at least five of six major time frames.

Figure 15

Percentage of Initiatives That Routinely Offer Activities in Each Time Frame*



*Sample Size = 19

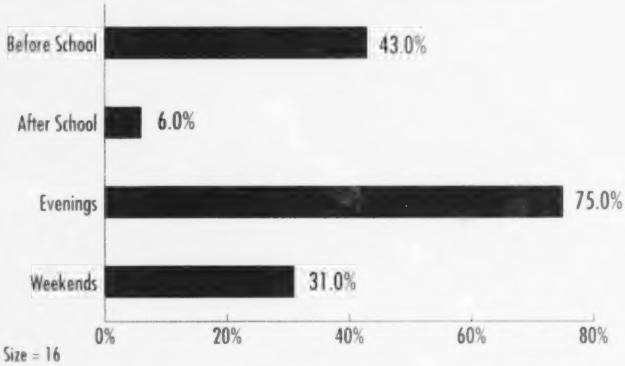
After-school programming is characteristic of every school-community initiative. Weekend activities are routinely available in less than one-third.

Figure 15 shows the percentage of initiatives in which an average site consistently — not just sometimes — offers programming during major times of the week. Not surprisingly, activities during school hours are offered by 95 percent of initiatives, but it is after-school programming, offered by a 100 percent of initiatives, that is the primary focus of activity. After-school programs offer activities such school-age child care, tutoring, recreation, and a wide assortment of educational enrichment, community service and recreation activities. Summer programming, often day camps and summer job experiences, are operated by more than 84 percent of all initiatives. Evening programming, offered by 68 percent of initiatives, is also quite substantial and provides an important opportunity to reach parents and older community youth. The importance of this time frame is underscored by considerable expansion across the field. As Figure 16 shows, activities in this time frame have been increased by three-quarters of those initiatives who extended programming over the past year.

Before-school and weekend activities are far less evident. Fewer than half of all reporting initiatives say they regularly schedule before-school activities. Those that do, however, are likely to provide child care, breakfast programs, or group work in music, dance, sports and other interest areas. Less than a third of initiatives have sites that offer consistent weekend programming any time between Friday and Monday. Although 75 percent of initiatives said their average site has expanded its hours of operation over the past year, new hours of programming were much more likely to be added to evening.

Figure 16

Time Frames During Which Most New Activities Have Been Added*



*Sample Size = 16

Among initiatives whose sites have expanded programming hours, additional activities were added most frequently to evenings.

School Support for Expanded Programming

A primary incentive for physically locating school-community initiatives in school buildings — beyond access to children and families and their often central placement in the neighborhood — is the availability of free space and low overhead. As a Beacons' participant laughingly put it, "We wanted into the schools because we couldn't afford the rent anywhere else." In most initiatives, space is provided free as the school's in-kind contribution. Attendant security, maintenance and utility costs are often absorbed, in some cases entirely, by the schools.

Expanding activities well-beyond regular school hours, however, can seriously burden school security and utility budgets. Many initiatives, like Beacons, allocate a part of their operating budgets to help cover additional opening and closing costs. According to over half of the initiatives in this sample, schools themselves are trying to do more to support expanded hours of programming. The following examples suggest that this support may be more forthcoming when initiatives are overseen and managed by the schools.

- Greatly expanded use of school facilities, not just by Denver's **Family Resource Centers** but by a variety of school and community organizations, led the school district to put a moratorium on any new projects. Before additional activities could be scheduled, the school board decided it needed to resolve a growing issue: "Who pays opening and closing costs?" After discussion, board members decided that the school district would pay only for events and activities sponsored directly by the school district. Other organizations not affiliated with the school remain welcome to use school space but only at their own cost. Because Family Resources Centers are operated by the school district, all of its security, utility and maintenance expenses will be covered.
- Opening and closing costs relative to St. Louis' **Community Education Centers** were also recently considered by the school board, the centers' oversight body. Following up on its 1994 commitment to reorganize and strengthen the district's long-standing community education network, the board decided that centers could stay open up to 24 hours a day and that the district would pay all opening and closing costs.

Barriers and Opportunities for Expansion

During the School Day

Even though schools are beginning to do more to financially underwrite extended programming, a variety of issues make continued expansion in any of the major time frames a challenge for many initiatives. The opportunities for increased activity during the school day are severely constrained in some school sites by simple limitations in design and space. Most school buildings are designed to support traditional school functions, with classrooms, a gym and lockers, a cafeteria, and some room for offices. Areas for group work, health services, child care and family centers, for example, seldom exist. During the school day space is earmarked for basic school functions; school-community initiatives have to negotiate for what is left over. As one participant put it, "Whatever space we get we have to fight for." It is not unusual to see counseling in corridors, staff working with several students in a small office or parents threading their way through a maze of corridors to an out-of-the-way resource room.

States like California that are in the midst of implementing "class size reduction" legislation are faced with additional challenges. In some cases, space already being used for child and family service centers is being taken back by school districts in order to create the classrooms necessary to guarantee lower student-to-teacher ratios. When this happens, sites must scramble for new facilities and often feel abandoned by their school partners. Visionary school administrators see this practice as counter productive, but some administrators feel they have no choice.

- Changing enrollment patterns can exacerbate space problems. Bowling Park Elementary School, a **CoZi Project** in Norfolk, Virginia, has grown from 470 students in 1992 to over 730. A highly supportive environment for teachers, children and parents, excellent performance in city-wide tests; and the addition of another grade level have brought an influx of new students from inside and outside of the district. The school is thriving, but it is running out of room to grow.

- **New Beginnings** in San Diego and Jacksonville's **Full Service Schools** have dealt with space limitations by locating activities on school campuses but in separate trailers or other facilities outside the main school building. This arrangement buffers initiatives from some of the day-to-day demands of sharing space. Staff is less likely to be diverted from its roles by school needs or involved in school politics and controversies. However, these initiatives are constantly aware of the need to maintain close communication with principals and teachers and to avoid being isolated from real school needs.
- When the **Community Education Program** in St. Louis Park, Minnesota, learned that certain school buildings were being closed, the Department of Community Education prevailed on the school district not to sell them and instead to use them as community centers. El Puente, a community organization managing one of New York's **New Visions** academies decided to buy a building near its own community center to house the school and to lease it back to the school district.

After Regular School Hours

In theory, there should be plenty of space available for school-community activities when regular classes are not in session. In fact, this is often the time when sharing school space is most problematic — especially when the relationship between initiative and school staff is still developing. "Chalk and eraser wars" can and do erupt when initiative staff uses classrooms for an after-school activity and returns it in less than perfect order. Teachers spend considerable time and energy organizing their teaching environments. Even small disturbances — replacing scissors in the wrong drawer or putting only three chairs at a reading table that should have six — can create confusion the next day and ill-will toward the initiative. Conversely, overt efforts to respect teachers' classrooms can help create positive relationships.

- In some **Beacons Schools**, for example, staff members take "before" pictures of the classrooms they are using to make sure they put everything back as it should be. In other initiatives, they have written thank-you notes to the teacher, commented on interesting work displays and wall decorations, and even left brownies for the class to enjoy the next day. These small overtures do not remove the problems of sharing space, but they help make them easier to manage.

Weekend space-sharing poses additional problems. In winter, heating an otherwise unoccupied building for a weekend activity may be expensive. Allowing access to the school when no staff members are present may also be a problem, especially when it is likely that others besides enrolled students will be participating in activities, many of whom will not be familiar with school rules. Depending on the school's design, it may be difficult to open and heat only some areas and not others.

Staffing weekend activities is also difficult. Core staff members who routinely work long hours, including evenings, need adequate time off, as do regular school security and maintenance crews. Weekend programs often require supplementary staff who must be hired or repositioned from another agency, trained and supervised. These activities, even when there is money to pay for them, add to the work load of existing staff.

The notion of a "lighted school house" has long informed the community education movement and is an important idea among school-community initiatives. It refers to the school as the community's central convening place, open 24 hours a day, year-round — a place where people of all ages come to learn, recreate and address common problems. School-community initiatives have made commendable progress toward creating active and vibrant hubs not only after school but, increasingly, into the evening hours.

Evenings provide an important opportunity to connect with working parents, community residents and older youth in a variety of learning, service and advocacy efforts, focused on both school and community. Weekend programming not only multiplies these opportunities, but also completes a loop of care and concern that make these initiatives a continuously available part of the community. Without some kind of activities linking Friday to Monday, school-community initiatives are effectively out of business 40 percent of the time. This fact — combined with the finding reported elsewhere in this study that only about half of the school-community initiatives in this sample estimate that they are reaching 50 percent or more of their intended audience — suggests that more needs to be done to overcome the barriers to weekend programming.

Part of the solution to the problem of weekend scheduling may lie in changing the venue of these activities. As youth and community development approaches are more fully integrated into school-community initiatives, there may be value in increasing activities at non-school locations, especially at churches and community centers, during weekend hours. These locations are often already open on weekends. Churches are well known by all groups; community centers often have ties with older neighborhood youth. Both settings offer important sources of paid and volunteer leadership. This kind of expansion — provided close and visible linkages to the initiative are maintained — would deepen the initiative's connection to the community, bring in participants it might otherwise never reach, and ease school staff concerns while maintaining the school as the initiative's focal point.

REFLECTION QUESTIONS

1. During what time frames does your initiative provide activities? Would students and families benefit if hours were extended? What time frames and what kind of activities would make sense?
2. What obstacles stand in the way of extended hours? What could you do about them?
3. Is the community prepared for a conversation about who should pay to keep schools open seven days a week?

Profiles of Two Initiatives

Family Resource and Youth Services Centers

State of Kentucky

Kentucky's school-linked, service coordination strategy was established as part of the state's Education Reform Act of 1990. In response to a state Supreme Court ruling that declared Kentucky's entire system of education unconstitutional, sweeping curriculum, governance and finance reforms were enacted. The result was both additional revenue for education and new incentives for collaboration. With these in place, the state decided to build on the successes of an earlier but unfunded state effort, the Kentucky Interagency Delivery System (KIDS), to encourage coordinated service delivery at school sites.

State funding appropriated to the Kentucky Department of Education is administered by the Cabinet for Families and Children. Schools with more than 20 percent of students eligible for free or reduced price lunch are provided $65,700 per year to help implement and maintain Family Resource Centers in elementary schools and Youth Services Centers in middle schools and high school. Full-time coordinators are expected to coordinate, develop and broker a wide range of services.

Family Resource Centers emphasize family support like child care for preschool and school-age children, education for new parents, training for day-care providers, and referral services. Youth Services Centers focus on the needs of young people through employment counseling, training and placement; summer and part-time job development; substance abuse and mental health counseling, and drug and service referrals. Nearly 600 schools are funded.

Family Resource Schools

Denver, Colorado

Developed in 1989, Denver's Family Resource Schools (FRS) project is a partnership among parents, schools, the City of Denver, the Board of Education, private industry, foundations and human service providers. Its mission is to strengthen the capacity of families and communities to support children's learning, by forging school-community partnerships, helping to remove the non-educational barriers that interfere with educational achievement and offering additional academic activities to accelerate student learning.\

The project, based on the work of Edward Zigler and his Schools of the 21st Century, is organized around comprehensive family-support and child-development services. Activities vary from site to site but may include on-site case management, before- and after-school programs, child care for all programs and activities, support groups, and mental health services. In addition, each of Denver's 14 Family Resource Schools provides activities in four other core areas: adult education and skill-building, parent education, student growth and achievement, and staff development. Within this framework, individual schools design packages of supports and services that best meet local needs. Centers offer activities on a 12-month, morning-to-evening basis. Tutoring, mentoring, summer programs and home learning for students are combined with family math and science activities, family nights at the art museum, foster grandparent mentoring, and community gardens.

The Denver School District administers the project with advice from a cross-sector Executive Committee. Collaborative Decision-Making Teams at each school guide site-level planning and implementation. Since its inception, FRS has made considerable headway in developing programs, engaging parents, mobilizing community resources and creating community awareness of family-support principles. The state has pointed to the project as an exemplary model of the kind of comprehensive, coordinated approach envisioned in its Strategic Plan for Families and Children. The school district has established a goal of bringing the number of FRS in the city to 30 by year 2000.

MAPPING QUESTION

In designing and implementing activities at the site level, whom do initiatives intend to reach?

OVERVIEW

This section describes the range of participants, the age of students who are most likely to be involved, and the extent to which initiatives target activities at students the most in need or make them universally available. It discusses the benefits of expanded family and community participation, the need to address resource allocation priorities before implementation begins, and it suggests the value of an increased focus on adolescents in school-community initiatives.

FINDINGS

- All initiatives are centered on young people. Few initiatives, however, direct their activities solely or even primarily at students. A large proportion of activities in most initiatives involve parents, family members and community residents. Children through pre-adolescence are most likely to be involved since sites are mainly located in elementary and middle schools.
- Although nearly two-thirds of the initiatives in this sample have at least some high school sites, they tend to be relatively few in number. The direction within the field is toward universal rather than targeted participation. Initiatives that provide high-cost services such as case management, health and mental health services, however, must often limit assistance to specific groups.

ANALYSIS AND DISCUSSION

Range of Participants

Initiatives were asked at whom they aim each of 17 generic kinds of activities: to students, parents, family members or community residents. Every initiative that responded said at least some of their activities are designed exclusively for students. Health services, mentoring and after-school child care were frequently cited examples of activities directed primarily at students. In most initiatives, however, the majority of activities involve students and families. Community residents are also sought-after participants. This is especially noticeable in initiatives with strong roots in community education and in those with community development as a primary purpose. Although community residents are less likely to receive high-cost case management, mental health counseling or primary-care health services, they often use referral and recreation services. They are also frequently involved in leadership development, parent education, tutoring and literacy, and in community organizing.

employment, housing and economic development activities.

The significant involvement of parents and particularly community residents in school-community initiatives reflects the growing importance these efforts attach not only to school issues but also to larger neighborhood concerns. Resident participation in some activities provides a source of continuing information on community needs and enables initiatives to respond more quickly, directly and flexibly to emerging issues. Community participation also broadens the base of neighborhood support and allows initiatives to identify, work with, and develop the talents of informal leaders. Although this section emphasizes the role of parents and community residents as consumers in school-community initiatives, their involvement, as discussed in other sections of this report, is of primary importance in the implementation, management and oversight of these efforts and plays a major role in determining their success. (See Key Feature #2 on Governance and Part Three)

Age Level of Students Involved

The majority of school-community initiatives aim their activities primarily at elementary and middle school-age students. Even though two-thirds of the initiatives in this sample have at least some high school sites, only New Jersey's School-Based Youth Services Program is predominately involved with high school-age students on secondary school campuses. Kentucky's Youth Development Centers are aimed partially at students 12 years of age and older, but these account for only about a quarter of the overall activity. Jacksonville's Full Service Schools are all located in high school facilities but they are designed as service delivery hubs for numerous elementary and secondary "feeder schools" in surrounding ZIP code areas.

Why do school-community initiatives tend to aim their activities at younger rather than older students? The answers have as much to do with the institutional differences between primary and secondary schools, predictable changes in parent behavior and narrow notions of early prevention, as with the developmental needs of young people.

First, the smaller size of primary schools often makes them more amenable to the relationship-building and close communication necessary in effective school-community initiatives. The professional training of primary grade teachers is such that they are often more grounded in the principles of child development that inform school-community initiatives than are secondary school teachers, whose specialized training is more focused on a specific discipline or subject matter.

Second, engaging families is likely to be easier in elementary and middle schools. Parents of younger children tend to participate more frequently in school-related activities, and schools are more used to their presence in the primary grades. By late middle and high school, family participation in school activities frequently drops off — the result of children's increasing independence and parents' own broadening activities.

Third, aiming activities primarily at younger students and families is consistent with the importance attached to preventing problems before they develop or worsen. Frequently, however, early prevention is often equated with interventions made at a chronologically early age, not just at an early stage in the possible development of a problem. Interventions designed to help young people and families build on their strengths and avoid difficulties are most successful when they are available at all ages and stages of development.

Elementary and middle schools provide an important anchor and a hospitable home base for many school-community initiatives. As the field moves toward more blended approaches, however, including an increased focus on youth development, this base may widen considerably to include more sites engaging students at the secondary level. Far from providing a "better late than never" chance to make a difference, working in secondary school facilities with older students can help school-community initiatives take advantage of an important window of opportunity. Developmental theorists see adolescence as a critical period, no less important to overall growth and development than early childhood. It is not the only time, but often a most propitious time, to help young people identify potential life-long interests, build competence in social as well as academic skills and experience mastery in areas they choose themselves.

- Some initiatives are using the cluster school approach to ensure that they address young people at all stages of development as well as family members. The Los Angeles Unified School District now insists that any new **Healthy Start** sites be part of a "cluster" of feeder schools in order to provide supports and services to whole families in the same neighborhoods. **Bridges To Success** is also using a feeder school approach.

Extent of Targeted Versus Universally Available Activities

In most initiatives, anyone who lives in the neighborhood or district surrounding each site is welcome to participate in at least some of its activities. The clear direction within the field is toward making activities universally available to the entire community. But most would agree with a comment from New Beginnings: "We're moving in the right direction but we're not there yet."

- Jacksonville's **Full Service Schools** began in 1992 as part of a state initiative to bring services to high-risk students. Partners remain committed to a targeted, problem-oriented approach as the best way to make a measurable impact on Jacksonville's most vulnerable young people. Students who are experiencing problems are referred by teachers and other school staff and services are designed with their needs in mind rather than more broadly to include all children. There is, however, growing interest in designing and implementing additional services focused on recreation and more inclusive positive youth development activities.

Initiatives that provide high-cost services such as case management, primary health care and mental health services must often limit assistance to specific groups. Some referral-based, clinically oriented initiatives like Jacksonville's Full Service Schools are designed to target high-risk children and families. Others whose intended scope is significantly broader are forced to make hard choices when demand exceeds supply. This kind of resource allocation problem arises most frequently when services are badly needed and outreach has been especially effective.

- In 1992 when Project Look, one of Washington State's **Readiness to Learn Initiative** programs opened in a low-income apartment complex, activities and services were open to adults throughout the community as well as focused on the 300 elementary school children living in the building. The success of the project, however, has led to long waiting lists. Activities for adults are still open, but priority is given to apartment residents. Only the children referred by teachers with the most serious academic and behavioral problems can be served.

There are no simple answers to the resource constraints that continue to keep school community initiatives from making activities as fully available as partners would like. Most initiatives realize that working with other partners to broker new patterns of service delivery is a more efficient way of reaching whole school and even neighborhood populations than are efforts to obtain needed services for individual students on a one-to-one basis.

- Originally developed as a dropout prevention program aimed at high-risk youth, in recent years **Communities In Schools** (CIS) has expanded its focus into a "Whole School Model." Instead of provided services to a targeted group of referred students, CIS is playing a broader brokering role, negotiating with an array of community agencies to provide services that respond to the developmental needs of an entire student body.

Even with brokered arrangements, however, resources may be limited. Before implementing or expanding program elements, planners should reach agreement on who will receive which services, under what circumstances. They should also have a good idea about the amount of resource support they will need to go forward and whether or not they can reasonably expect it to be available in sufficient amounts. Planners also need to carefully consider how quickly and under what conditions resources might become drained and with what consequences. For example, to what extent will expansion, i.e., opening services to other schools in the same feeder system without commensurate increases in funding, dilute the initiative's ability to maintain a high level of service? What effect will this have on its credibility in the community? Finally, partners need to know how they will prioritize services — before they are forced to do so.

REFLECTION QUESTIONS

1. To what extent is your initiative reaching — and staying with — whole families? What happens to children and families when they leave your school?
2. Are you connecting with students who most need to be involved as well as those who are easier to engage? What makes it difficult to reach some students and what strategies could you try that might make a difference?

Profiles of Two Initiatives

Full Service Schools

Jacksonville, Florida

Beginning in 1992 as part of a state initiative to bring services to high-risk students, Jacksonville's Full Service Schools (FSS) are housed in five neighborhood high schools. Site teams from city and county public agencies provide access to crisis treatment and a ring of complementary counseling and support services is targeted at children and families experiencing domestic, behavioral and economic problems. Students from elementary and middle schools in surrounding neighborhoods, as well as high school students, are referred by teachers, community agencies and parents.

Originally, FSS operated as a partnership between two primary agencies, the Duval County School Board and the Department of Children and Families. The Jacksonville Children's Commission has since become a strong funding partner, and the United Way serves as home agency for initiative staff as well as a funder for youth services. Each school is governed by a cross-sector site team composed of parents, teachers, students, principals and residents. Teams make initial recommendations on which services and which providers should be funded using dollars provided by the United Way's Community Solutions Fund as well as flexible funding provided by the State Department of Children and Families. More than 2,000 students and families have been served in Duval County, and the concept has been adapted in several surrounding counties.

Healthy Start

State of California

Healthy Start, one of the nation's largest school-linked initiatives, grew out of the Healthy Start Support Services for Children Act passed by the California Legislature in 1991. Its intent is to remove the barriers to young people's academic performance by assisting local communities to improve the access of students and their families to a comprehensive range of high quality supports and services. Nearly 300 operational grants have been awarded to sites involving more than 800 schools and more than 600,000 children throughout the state. Ninety percent of the schools that receive state funding must meet eligibility requirements. At the elementary level, at least 50 percent of the student body must be from families with either very low income or limited English proficiency; 35 percent must meet these requirements in junior and senior high schools.

State funding, administered by the California Department of Education ranges from $50,000 for planning grants to as much as $400,000 for operational grants over a three- to five-year period. In most sites, the bulk of it is used not to purchase services but to help local collaboratives develop mechanisms to deliver existing services at school-linked locations more effectively. Localities are expected eventually to assume the full cost of maintaining and institutionalizing these systems.

Sites vary in their activities, services and support, but an average site offers a wide variety, with education-related services among the most common. In addition, services to help families meet basic food, clothing and shelter needs; to improve family functioning through child care, child protective services and parenting classes; to address preventive and acute health needs; to foster employment through career services, counseling and job training; and to provide recreational opportunities, are widely available.

MAPPING QUESTION

How successful are initiatives in involving the participants whom their activities are designed to reach?

OVERVIEW

This section estimates the number of people involved each year at an average site and the percentage of eligible students, families and community residents that this participation represents. It considers the need for better methods of collecting participation data and outlines the elements of effective outreach strategies.

FINDINGS

- Nearly two-thirds of all initiatives serve between 300 and 700 children, families and community residents at an average site each year.
- Fifty-five percent of reporting initiatives estimate that this range represents less than half of those who are eligible to participate.
- Although participation rates are significant, ongoing effort is needed to develop data collection methods that can accurately track participation and help initiatives and sites set outreach targets.

ANALYSIS AND DISCUSSION

Participation and Penetration at Local Sites

The bulk of initiatives, 65 percent, estimate that between 300 and 700 individuals participate in activities at an average site each year (see Figure 17). Five percent of reporting initiatives say this range represents less than one-half of the population eligible to participate in their activities (see Figure 18). The largest proportion of initiatives, 33 percent, estimated that they routinely serve one-quarter to one-half of their intended participants. Twenty-two percent say they reach more than three-quarters of their intended population.

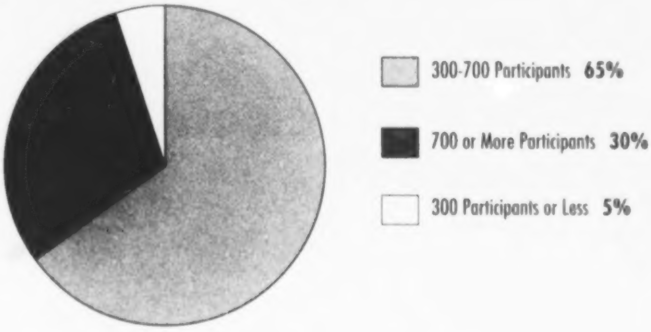
Data Collection Issues

As findings in this section suggest, precise information on participation and penetration rates across initiatives is not readily available. Better methods for collecting and tracking participation data, based on clear definitions of eligible populations and accurate baseline numbers, are needed to set and achieve outreach targets.

Participation data are collected in some way by most initiatives. But what is tracked, by whom and for what reason

Figure 17

Average Number of Participants per Site*



*Sample Size = 20

Nearly two-thirds of initiatives say that 300-700 individuals participate in activities at the site level each year.

differs not only from initiative to initiative but also from site to site. Individual providers within initiatives frequently keep service records, often using their home agency's system, but these are not always entered into a central data system. Even if they are, some reflect units of service, others the number of children and/or the number of families receiving services. Duplicated counts are frequent. For example, a student who takes part in more than one activity may be counted more than once, thus inflating the number of individuals participating overall. Calculating the extent to which initiatives are reaching eligible participants can be even trickier without knowing the size and parameters of the initiatives potential population. As a later section of this report describes (see Key Feature #9), better information about who initiatives are reaching and with what results is essential not only to better understand the field but also to demonstrate the need and make the case for expanded, well-funded efforts.

Elements of Effective Outreach

While better data are needed to track participation and penetration rates within initiatives and across the field, more creative and innovative outreach strategies are needed to increase those rates. According to initiatives in this study, the most effective outreach strategies:

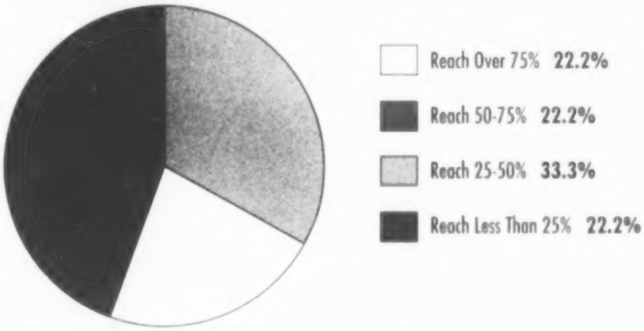
- identify and remove barriers to participation;
- extend well beyond start-up as a continuous and ongoing activity; and
- explicitly address cultural and language issues.

Removing Barriers to Participation

Tailoring effective outreach strategies begins by asking, "Who is it that we are not reaching — older teens, male volunteers, more diverse ethnic representation? What barriers are keeping them out, and what can we do to pull them in?" Initiatives report a wide range of barriers to participation — fees set too high for a particular site, an unsafe traffic corridor from one part of the neighborhood to the school site, a cold and unwelcoming entrance. Once identified, barriers like these can be fairly easy to solve. New fee

Figure 18

Percentage of Eligible Population Reached Per Site*



*Sample Size = 18

55 percent of reporting initiatives estimate that sites reach only half or less of the eligible population.

schedules can be developed; banners, colorful posters and perhaps a volunteer can help greet parents coming into the school; safety zones can be created by escorting children or providing an adult presence on the way home after evening or late afternoon activities. When barriers to participation require a shift in attitudes and behavior, particularly among staff, the challenge becomes greater. The following examples illustrate how changes in staff orientation improved participation among students and parents.

- When the **Beacons Schools** made its first foray into New York City's middle schools, it underestimated how disconnected students felt from conventional schooling and from many adults. They believed the cliché, "If we build it, they will come" and expected that "kids desperate for almost anything to do would come to an after-school program in droves." They didn't. According to a Beacons' participant, "We saw we had to dig much deeper than traditional recreation services. We revised our strategies by keeping focused on the ideas behind positive youth development. But it took tremendous leadership, staff commitment and institution-building to get it right."
- The **Children's Aid Society Community Schools** program knew that if it really wanted to engage parents it would have to confront what one participant referred to as educators' "profound ambivalence" toward them. Instead of saying to parents, "Please get involved so we can help you be better parents," partners have worked to find consistent verbal and behavioral ways to send another message: "We need you here. Don't leave it all to us. Tell us what you want."

CAS schools help parents take a more active role in their children's education through a friendly, home-like atmosphere where networks of support are established. Close to 4,000 parents or kinship-parents participate in the following: family resource room (with an open-door policy), volunteer programs, early childhood programs for new parents and pregnant women, adult classes, kinship and grandparent programs and workshops, community service and entrepreneurship projects, recycle a bicycle and creative arts. School events are well-attended by parents as well as by other community residents. Teachers and parents regularly discuss student progress, and extended-day parents must check the student's daily agenda to supervise homework completion.

Extending Outreach Beyond Start-Up

Broad participation also depends on incorporating outreach as an ongoing program component rather than limiting it to a start-up activity. In speaking about parent involvement, one initiative remarked: "It's not as if you reach out to a parent or family one time and that's it." Even the most invested parents, students and community members pull back from time to time because of a family crisis or competing interests. In the meantime, doors need to be kept open. High mobility rates also make ongoing outreach a necessity. Initiatives are continually searching for ways to welcome families new to the neighborhood and to welcome back those who have left and returned. Sometimes the distance to be bridged by effective outreach strategies is physical, sometimes it is emotional. In either case, what initiatives need to keep in mind, said one participant, is that "we need to meet parents where they are — regardless of where they have been."

Participants agree that word of mouth and peer to peer strategies are highly effective in bringing in new participants. Structured approaches like regularly scheduled house meetings form a core strategy in Texas' Alliance Schools initiative. They are particularly useful not only in expanding participation but in developing strong networks of natural support and leadership. Giving parents a key role in planning and deciding upon their own supports and services cultivates leadership in the larger school-community partnership.

Addressing Language and Cultural Issues

Finally, outreach strategies that work

result from efforts to address cultural and language barriers. Enormous diversity exists in many school-community initiatives — not just in traditional immigrant centers like New York and California, but in the country's heartland as well. Minnesota's St. Louis Park, for example, is home to a sizable Russian and Eastern European community. In Wichita, Kansas, residents in the neighborhood surrounding the Colvin Community Haven, a Communities In Schools site, are Vietnamese, Laotian, Hispanic, Cambodian, Native American and African American as well as white.

"I know you understand me because you are me"[11] is a Spanish expression that suggests how important language and cultural familiarity are to building relationships. Hiring staff that mirrors an initiative's ethnic participation is the best way to create this kind of familiarity and comfort level. But a fully reflective staff is not always possible in diverse settings. With or without a multicultural staff, it is important for initiatives to recognize the extent to which cultural and language issues pose barriers to participation. Once they learn to deal honestly with the mixed signals and expectations that can arise, they are more likely to see diversity as a source of vitality, creativity and strength. Structured undertakings like the communications audit described below can provide a comfortable way for initiatives to begin this process.

- In an effort to reach more children and families in this multicultural neighborhood, the Interagency Council of Colvin Community Haven, a **Communities In Schools** initiative in Wichita, Kansas, decided to conduct a communications audit. Designed with the help of a Wichita State University School of Communications graduate student, it looked primarily at how effective Colvin's written communications were in reaching various ethnic and racial groups and tried to identify what a cross-section of partners, providers and participants saw as key issues.

The report recommended that written communications could be improved by checking translations, not only for grammatical correctness but also for more subtle acceptability in tone and methods of address. It also encouraged the council to avoid "drowning people in too much paper" and encouraged them to better coordinate and organize communications from partner agencies.

Although the audit began with an overview of current research on multicultural communication issues, it clearly made the point that understanding the theory and concepts of cultural diversity doesn't necessarily result in better communication. For that, steps beyond a communication audit must be taken. Individuals need to find ways to re-evaluate and broaden their own cultural expectations about how people should behave in specific social situations — for example, in the classroom; in parent-teacher conferences; when seeking information; or when communicating praise, anger or other strong emotions.

REFLECTION QUESTIONS

1. Do you know the demographic characteristics of your target population, e.g., race, language, income, mobility, family composition, age?
2. Do you have an ongoing outreach strategy? Which groups are you not reaching?
3. What barriers are keeping people from participating? What are you doing to overcome them?
4. Do you have a clear communications strategy? Does your strategy reflect the race, language and culture of potential participants?

Profiles of Two Initiatives

New Beginnings

San Diego, California

San Diego's New Beginnings initiative was launched in 1988. It began as an interagency forum in which CEOs of key city and county agencies, the school district, and an area community college could explore better ways of meeting the needs of the children and families they served.

In 1990, they chose a high poverty area surrounding a single elementary school and conducted a feasibility study to determine the effectiveness of current service delivery methods. With that information in hand, agencies designed and redirected dollars to help fund a school-linked demonstration project. Its purpose was not only to connect families to integrated services but also to provide a continuing source of information to the interagency oversight body about gaps and overlaps in services and areas in which policy-level changes were needed to provide more effective service delivery, systemwide.

Organized around a case management approach, New Beginnings seeks to improve results for participating families by providing a wide range of services including preventive health care, literacy and translation support, parent education, and referral services. It has also continued to leverage change among the institutions that serve families throughout San Diego city and county. For example, by developing a process of direct certification, the initiative has made it much easier for school districts to determine student eligibility for free or reduced price meals. New Beginnings is also playing a key role in a regional data-sharing project, which will allow individuals in authorized agencies to share data necessary to better serve children and families.

New Visions for Public Schools

New York City

New Visions is a privately subsidized effort to create small, nurturing, academically strong schools throughout the New York City school system. Founded in 1989 as the Fund for the New York City Public Education, New Visions for Public Schools works with educators. In 1992, the fund sent out 16,000 letters inviting a wide variety of interested New Yorkers to help design new educational settings. The fund ran technical assistance workshops and trips to successful New York City schools to help community-based teams develop their own ideas. Nearly 300 proposals were submitted by parent organizations, education officials, teachers, community organizations, unions, colleges and universities, and students. Sixteen were eventually selected for implementation grants. Today, 41 of an anticipated 50 schools are in operation. New Visions funding allows these public schools to supplement school district support and to leverage additional cash and in-kind resources.

No two New Visions schools are the same. Each one is organized around a distinctive and unifying theme. Local 1199 School for Social Change, for example, is a four-year high school developed by a hospital and health care employees union. About 350 students study a comprehensive curriculum organized around public policy development, public health issues and the history of the labor movement. An adolescent and family health-care clinic and training program for medical residents operates on site and provides services to students and their families. Along with other community health facilities, community organizations and labor-affiliated organizations, the clinic provides a laboratory in which students can directly experience the issues they are studying in class.

Students build strong basic and conceptual skills in an entirely different way at the New York City Museum School. There, 151 students spend three days a week at participating museums moving among exhibits that shape and bring to life an interdisciplinary curriculum. What pulls these and other New Visions schools together is their small size, their close connection to the community and the high expectations they have for their students.

MAPPING QUESTIONS

To what extent is the field of school-community initiatives focused on improving measurable results? What kinds of results are considered most important and how effectively are results being tracked? What can be said about the impact of school-community interventions?

OVERVIEW

This section describes new definitions of accountability and methods for tracking progress that are emerging in the field. It considers some of the technical difficulties that initiatives are experiencing in making the transition to results-based accountability as well as some of the lessons they are learning in the process. The importance of long-term evaluation is underscored, and some of what we have already learned from currently available studies is highlighted.

FINDINGS

- In most school-community initiatives, results-based accountability is still in its beginning stages. School success is a broad goal in virtually every initiative, but it is not routinely spelled out as a bottom-line result that initiatives hold themselves accountable for achieving.
- Numerous initiatives, in some cases with broad community input, have identified indicators related to school success as a way to measure their progress, but fewer have developed and are using data collection methods to track these indicators in an ongoing way.
- Available information suggests that school-community interventions make an important difference to individual students and families that participate. However, much more needs to be learned about what initiatives are accomplishing, for whom, under what conditions and at what cost. Substantial research efforts conducted by a variety of outside evaluators, including private research and evaluation groups, universities and the United Way, are currently under way in several of the school-community initiatives in this sample.

ANALYSIS AND DISCUSSION

The Shift to Results-Based Accountability

Accountability is a familiar word to school-community initiatives, but its definition has changed markedly in recent years. As Lisbeth Shorr points out in *Common Purpose*, her 1997 sequel to *Within Our Reach*, accountability in initiatives aimed at children, families and neighborhoods is no longer just about legal, fiscal and programmatic responsibility. Instead, it is increasingly focused on whether or not these efforts are accomplishing their purposes and producing results. The question is not only, "Are operating procedures being adhered to and are activities being provided in a timely, cost-effective manner?" The more pressing question, especially among funders and policy makers, is, "Are these interventions making a measurable difference in what happens to young people and families, their schools, and communities?"

This emphasis on results rather than inputs has become a central characteristic of school-community initiatives and sets more recent efforts apart from partnerships developed earlier in the school-community movement. However, the extent to which school-community initiatives are currently "results-driven" varies considerably within the field.

"Results-driven" is a term that refers to initiatives that use a combination of results and indicators to design activities, track progress, refine and improve their interventions, and eventually make budget decisions. A *result* (sometimes referred to as an outcome) is defined as an explicitly agreed-to "bottom-line condition of well-being for children, families, or communities," which the initiative assumes accountability for helping to create. Among most school-community initiatives, for example, the expectation that students will succeed in school is a reasonable baseline result. Since creating the conditions for school success is a complex, multi-year undertaking, however, initiatives and their funders need to know that what they are doing in the short-term is moving them in the right direction. Indicators provide this kind of interim feedback.

An *indicator* "is a measure, for which we have data, that helps quantify the achievement of a desired result." Typically, several indicators are needed to capture progress toward a single, broad result. To measure school success, for example, an initiative might track rates of attendance, performance on standardized tests, and grade level advancement at the individual, school and district levels. In results-driven initiatives, activities, services and supports are clearly connected to each of these indicator areas and evaluated in light of their ability to promote measurable progress.

In most school-community initiatives, as in the field of human services, youth development and community development, this kind of results-based accountability is still in its beginning stages. As one initiative observed: "We ask that results are written into site grants. But true outcomes? They're still pretty primitive." School success is a broad goal in virtually every initiative, but it is not routinely spelled out as a bottom-line result that initiatives hold themselves accountable for achieving. Numerous initiatives, in some cases with community input, have identified indicators related to school success, but fewer have developed and are using data collection methods to track these indicators in an ongoing way. Nevertheless, important headway is being made, beginning with a major shift in attitudes and orientation in virtually all initiatives and going much further is some others.

- **Communities In Schools** (CIS) until recently monitored its sites primarily by input measures — the number of students served; or the number of additional sites established. Since 1996, in an effort to be more responsive to current funders, to garner new financial support, and to better plan training and technical assistance to its sites, the initiative has begun to track the number of CIS participants who remain in school and graduate, as well as improvements in attendance and other behaviors of concern. This new focus on outcomes, respondents report, has been uneven across the CIS network. But many local sites are collecting data to track these indicators, and some are contracting with outside evaluators to help them monitor results. At the national level, an evaluation completed by the Urban Institute retrospectively measured student achievement over three years. It concluded that:

1. CIS programs serve the most in need students;
2. over a three-year period, 80 percent were still in school or had graduated; and
3. students with serious and moderately severe problems in attendance and academic performance made significant improvement.

- Missouri's **Caring Communities** initiative, part of the state's Family Investment Trust, has made especially notable headway toward results-based accountability. The trust identified six core results through a representative set of community focus groups held throughout the state. As a result of these conversations, Missourians summarize their bottom line expectations about children and families as:
  1. parents working;
  2. young children ready to enter school;
  3. children and youth successful in school;
  4. children safe in their families and families safe in their communities;
  5. children and families healthy; and
  6. youth prepared for productive adulthood.

Indicators to measure these results were agreed to by the state agencies that collaboratively fund the initiative. Locally, community partnerships are free to select additional indicators and even to include supplementary results if they are necessary to reflect unique, local concerns.

Tracking Indicators

Making the transition to results-based accountability depends on both the availability of data by which to measure progress toward results and methods for tracking that progress over time. Technical problems related to both factors have made the process, according to many initiatives in this sample, "harder than nailing Jell-O to a wall."

In some areas that initiatives consider important, consistent, reliable measures are virtually non-existent. Most initiatives with agreed-upon indicators focus on student measures for which data are known to exist, like attendance and achievement, promotion, suspension and retention rates. But initiatives are also concerned with other factors that they believe contribute to school success: a positive school climate, nurturing adult-student support, parent engagement in student learning and neighborhood vitality. The absence of good data in these areas has complicated the transition to results-based accountability. Instead of either walking away from the challenge it presents or minimizing the importance of these critical factors, initiatives are looking for creative, proxy measures to track progress.

- The goal of **Beacons Schools** is to create safe spaces where youth, parents and community members can engage in positive activities and actively participate in decisionmaking and planning roles throughout the community. What Beacons want to measure is its ability to create an environment in which school improvement and community development can occur. In brainstorming how to calculate its impact on school climate, one site has considered monitoring sound levels and types of activity in common areas throughout the school.
- In Denver's **Family Resource Schools** (FRS), broad, "umbrella standards" call for engaging parents in children's education and developing parents as leaders as well as contributing to school reform. Since no existing outcome data track parent engagement, the initiative has established a set of contributing input measures comparing parents in FRS to other school parents. Findings show that more FRS parents initiate contact with teachers, attend more education events and volunteer more

time in classroom activities than do parents who are not involved. Together these measures strongly suggest that FRS are having a significant effect on parent engagement and, in turn, on children's learning.

Even when data are available, it is often difficult for initiatives to design systems to access, collect and package the information they need. Agencies that control needed data are not always willing to share it. Conversations with initiatives also suggest a tendency to devise more complicated information systems than are necessary. These systems often require field staff to record information on a host of variables rather than collecting data on just a few that relate directly to impact.

Monitoring input poses yet another problem, especially in initiatives that are thinly staffed. In one initiative, for example, a site supervisor delegated responsibility for maintaining a central data base to a clerical worker. The site supervisor already had too much to do and only a half-hearted interest in data collection. She was relieved to assign this responsibility to someone else and beyond noting that information was being collected, provided no continuing oversight. After three years, it was discovered that data were being entered incorrectly and the entire data base was useless.

These experiences suggest some important lessons. Management information systems should be, first and foremost, user-friendly. They should make minimal demands on front-line staff while collecting essential information and providing it in usable formats to policymakers, administrators, staff and the public. The purpose of collecting specific kinds of information and the value it adds to site-level work should be clear to all staff. In addition, ongoing training and supervision are necessary to support staff efforts and to ensure that data are not only being collected but also being used as intended to promote program efficiency and effectiveness. Increasingly, school-community initiatives are re-evaluating their technical operations to reflect these key findings.

- **Bridges To Success** (BTS) believed that its interventions could make a difference in school performance, but the initiative couldn't get hold of the information needed to find out what was happening to students. After a year of negotiation and planning, BTS reached an agreement with the school district and other key data collection agencies to provide attendance, expulsion, suspension and academic achievement information on individual students participating in BTS interventions. It spells out procedures governing the release of that information and builds in safeguards to protect student and family confidentiality. Field staff is being asked to track only two major pieces of information: 1) which students are participating in specific interventions and 2) whether or not the goals students set for themselves as steps toward improving their long-range school success have been met. A computerized system will link this information with school and agency data. This approach will help sites decide which interventions are working with which students, and which ones need to make improvements. It will also report which students are participating in comprehensive services and the extent to which partner agencies are serving the same clients.

Evaluating Impact

What do we already know about the impact of school-community initiatives? Although results-based accountability is still in its infancy in most school-community initiatives, evaluation findings suggest that initiatives are making a difference in the lives of individual children and families who participate. Ironically, however, "competing" outcomes sometimes make it difficult to get a clear picture of how school-community initiatives are performing. For example, it is not uncommon for school sites who succeed in reducing dropout rates to see declining test scores and achievement rates. This is because students who might formerly have dropped out are now being retained and their (often lower) test scores are affecting cumulative totals. Clarifying this interaction in light of a new national emphasis on standards, assessment and accountability is essential. Much more needs to be learned about the long-term effects of these initiatives on specific groups of young people as well as aggregate populations of young people and families, neighborhoods and communities. What are they accomplishing, for whom, under what conditions and at what cost?

To date, solid measures of long-term impact in school-community initiatives have been limited by the expense and analytic difficulty of evaluating these complex undertakings. Research designs are only now beginning to be developed that can sort out effects and interactions at multiple individual, organizational and community levels; account for lack of uniform implementation among sites; and provide reliable findings in the absence of sufficiently similar control groups. Substantial research efforts conducted by a variety of outside evaluators including private research and evaluation groups, universities, and the United Way, are currently under way in half of the school-community initiatives in this sample. These efforts will provide some important answers and build on what we already know. The following examples illustrate some of the evaluation strategies and key findings currently available:

- California's **Healthy Start** school-linked services initiative completed its first comprehensive evaluation in 1995. With funding from the Foundation Consortium for School-linked Services, the study evaluated how successfully Healthy Start sites implemented the initiative's conceptual model as well as what impact these activities had on families and youth. Findings compared changes in processes and results over a two-year period to baseline measures of prevailing conditions. Measurable improvements were seen in school performance, access to health and dental services, employment, parent involvement, and family stability. Specifically, the evaluation found:
  1. Primary grade absenteeism significantly decreased. The most frequently absent children gained as much as two weeks of additional class time.
  2. Tests scores in reading and math increased by 3 percent.
  3. The most intensively served families showed significant decreases in their use of emergency room care and were three times more likely to become employed.
  4. The mobility rate of students and families declined by 12 percent, suggesting the stabilizing influence of Healthy Start services.
- **New Jersey's School-Based Youth Services Program** is midway through a three-year evaluation study. Sponsored by the Annie E. Casey Foundation and conducted by the Academy for Educational Development, the study is designed to combine both process and outcome findings. Phase One, an effort to document trends, similarities and differences in New Jersey's 29 sites concluded, in part, that sites are highly individual and that there is no single "best" model. Information on impact will not be available until the end of Phase Two, an intensive outcomes-based study of six sites.

However, some interesting, smaller scale findings are already available. A 1994 federally funded evaluation of the Teen Parenting Program, a component of the Plainfield New Jersey School-Based Youth Services Program, followed program mothers and comparison mothers for two years. Though control groups were not perfectly matched, important differences were observed. After two years:

1. 84 percent of program mothers had graduated in contrast to 41 percent of comparison mothers;
2. only 11 percent of program mothers had a second birth compared to one-third of comparison mothers; and
3. similar percentages were on public assistance, but 90 percent of program mothers were either working or in school as opposed to just over half of the comparison group.

- In **Children's Aid Society Community Schools**, academic achievement has improved, even though more than half the students are limited English proficient and all qualify for the federal free lunch program. Attendance for teachers and students averages among the highest in the city. Reading and math scores have increased yearly, suspensions are down, and parental involvement is strong. The schools have no graffiti, there are no serious incidents of violence — despite being in a high-crime area — and virtually no truancy. At the intermediate level, students are being accepted into the city's specialized schools, enhancing their chances of admission into the best possible colleges and careers.

At I.S. 218, a middle school that opened in 1992, math performance rose from 37 percent at grade level in 1994, to 44 percent in 1995, and 51 percent in 1996. At P.S. 5, an elementary school in operation since 1993, third-graders who were reading at grade level increased from 10 percent in grade 3, to 16 percent in grade 4, to 35 percent in grade 5. Scores are still not as high as in schools with a selected school body or in high-income areas, yet performance is improving each year, and the general needs of youth and families are being met.

Two formative evaluations of P.S. 5 and I.S. 218 have been conducted to date, and a formal three-year evaluation was begun in the fall of 1997, which utilizes random selection of cohort groups and two contrast schools. Extension to five, and possibly 10 years, is being considered.

- Kentucky's **Family Resource and Youth Services Centers** completed several short-term evaluation studies between 1994 and 1996.[11] They were undertaken as part of an overall evaluation strategy designed and implemented by a working group composed of site coordinators, central office staff and consultants. The studies included a compilation of demographic and service delivery data, case studies of parent interaction with the initiative and staff, implementation findings, and educational and family support outcomes. In order to identify changes in educational performance, for example, teachers were asked to rate students on a range of variables at the beginning and end of student involvement with the program. Teachers observed that:
  1. classroom skills improved markedly, including completing assignments, following directions, obeying school rules, and staying on task for both elementary- (ages 3-11) and secondary-level students (ages 12-20);
  2. social and emotional behavior among both age groups improved, including the ability to relate appropriately to others and to cooperate in classroom situations; and
  3. school achievement and academic proficiency gains increased among younger participants.
- Preliminary data at **West Philadelphia Improvement Corps'** (WEPIC) Turner Middle School show a variety of positive effects. First, indicators that measure school climate are improving. For example, at Turner Middle School from 1992-93 through 1996-97, average daily attendance rose from 86.4 percent to 89.3 percent and the number of suspensions dropped from 302 to 102. Students were also more involved in school activities. The number of students involved in student government and other school committees tripled from academic years 1992 to 1996. Parents were more involved — attendance at open houses and conferences went up from 53 percent to 75 percent.

WEPIC's involvement at Turner developed school services for youth and adults as well as regular school day, thematically based, small learning communities (groupings of about 120 students and their core subject teachers). The number of Turner teachers engaged, all on voluntary basis, in school-day WEPIC-related programs rose from four in 1992-93 to 19 in 1996-97 (out of a teaching staff of about 25). The promotion rate rose from 78 percent to 81 percent. Also, in 1995-96 the School District of Philadelphia established a baseline for improvement for each school for the next two years. Turner met its target by the end of the first year.

REFLECTION QUESTIONS

1. Has your initiative defined the results it seeks and the indicators it will use to measure progress toward those results?
2. Is a user-friendly, targeted Management Information System in place to capture data on participation?
3. Are agreements in place to capture the data necessary to measure progress relative to specific indicators?

Profiles of Two Initiatives

Readiness-to-Learn Initiative

State of Washington

In 1990, a governor's task force on reforming education observed that not all children across the state entered school on equal footing. In 1993, the state's Education Reform Act authorized a Readiness to Learn initiative, and $8 million in state funding was appropriated to fund 21-month grant proposals from local, community-based consortia to ensure that children come to school on their first day and every day thereafter ready to learn. Localities were expected to use Readiness to Learn funding as seed money to promote collaboration among public and private providers and the creation of new delivery systems to better meet the needs of children and their families.

Twenty-two communities were initially selected for funding by the Family Policy Council, a collaborative effort of five state agencies committed to integrated family services — the departments of education, social services, health, labor and economic development. The Department of Public Instruction administers the grants. Local collaboratives are free to pursue a wide range of strategies as long as they lead to activities that are family-oriented, culturally relevant, coordinated, locally planned, outcome-based, creative, preventive, and customer service-oriented.

Currently more than 31 consortia have developed linkages with both public- and private-sector agencies, including colleges, universities and the business community, and reach 7,500 children and families each year. At each site, family workers provide assessment and ongoing support to students and families and work closely with interagency teams to help them meet academic, employment and socio-emotional goals.

School-Based Youth Services Program

State of New Jersey

The Department of Human Services (DHS), concerned about problems facing teens — pregnancy, unemployment, substance abuse, school failure — began planning its School-Based Youth Services Program in 1986. Twenty-nine sites were operating two years later and today 48 sites serve 15,000 young people annually. Located primarily in high schools but also in some elementary and middle schools, the program is broadly focused on youth development. According to planners, its goal is "to provide adolescents and children, especially those with problems, with the opportunity to complete their education, to obtain skills that lead to employment or additional education, and to lead a mentally and physically healthy life."

In launching the program, DHS gathered both facts and political support. Problems were well documented and the cooperation of other state departments including labor, health and education were secured early. With public commitment from the governor, DHS continued to build a statewide base of support among major education, business and child advocacy groups as well as with representatives of labor organizations in the schools. Legislative backing was enhanced by an agreement to locate at least one center in every county in the state.

Respect for young people and a willingness to build on their strengths — essential aspects of a youth development approach — were evident in program planning. Teen focus groups were asked for their input. Young people said what they most wanted were "caring adults [who] would listen to them, be non-judgmental, and help them with decisionmaking, not make decisions for them." They wanted more to do after school and on weekends. And to avoid embarrassing anyone, activities should be available to everyone.

Planners have taken this counsel seriously. Crisis intervention, health, employment services and recreational activities are open to every student at every site. Relationships with young people are built on the basketball court as well as in the health clinic — and they take place nearly round the clock, all year long.

MAPPING QUESTION

To what extent do initiatives have a stable source of technical assistance on which they can draw?

OVERVIEW

This section looks at the availability of technical assistance, describes the characteristics of the most useful help and suggests the areas in which the field of school community initiatives is most in need of continuing help.

FINDINGS

- Technical assistance in this sample is most often provided in-house by the managing arm of the initiative. It is also accessed by contracts with outside private consultants, through separate entities with close ties to the initiative and in some cases provided directly by foundations.
- Effective technical assistance depends on relationships with providers that are ongoing and collegial, content that reflects a clear understanding of the initiative, and delivery that is structured around a clear framework.
- The most requested areas of technical assistance, reported by 89 percent of respondents, are designing results and accountability systems, developing long-range funding strategies, and engaging public support. Improving their ability to build participation and leadership is a second major priority area.

ANALYSIS AND DISCUSSION

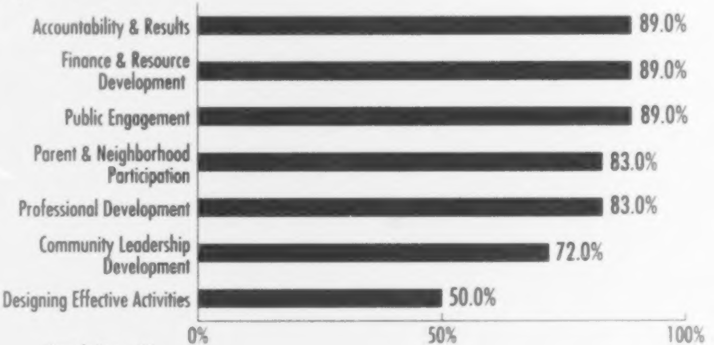
Sources of Technical Assistance

Every initiative in this sample has an available source of technical assistance. In most cases technical assistance is located in-house, in the management arm of the initiative, typically state agencies, school district community education departments, or United Ways. The amount and kind of in-house technical assistance, as well as its familiarity with initiatives' critical issues, vary significantly. Depending on the degree of in-house capacity and the amount of available budget, initiatives contract with outside consultants to provide additional assistance. Foundations provide substantial training and technical assistance. Universities and colleges also are another source of technical assistance and volunteer support.

- In St. Louis' **Community Education Centers**, a three-year, no-cost agreement with the American Youth Foundation to support the initiative's expanded collaboration between school and community is coming to a close. Since 1995, a six-person community education resource team (CERT) assigned by the foundation and working under the guidance of the Office of Community Education, has designed and delivered training to a wide variety of stakeholders. Working in pairs, CERT members have focused not only on team building and leadership development but also on developing their understanding of the initiative and their ability to provide more customized support. Now close to the end of its funding period, the initiative hopes to extend CERT's involvement and eventually create a nucleus of leaders at each school site.

Figure 19

Major Technical Assistance Needs*



*Sample Size = 18

Initiatives are most interested in technical assistance that will help them generate impact data, finance and sustain their efforts, and capture public support.

Ongoing technical assistance is also provided by separate entities with close ties to the initiative, either as long-standing partners or as spin-offs from an initiating organization. The amount of technical assistance provided by these organizations is usually considerable and based on thorough familiarity with the initiative's conceptual framework. For example, the Fund for the City of New York's Youth Development Institute has provided technical assistance to the Beacons since their inception; while the Children's Aid Society developed the National Institute for Communities and Schools in New York to support its Community Schools. Both of these organizations are also assisting other communities to adapt their respective initiatives in a national adaptation project funded by the DeWitt Wallace-Reader's Digest Fund. The United Way of America, in partnership with the Institute for Educational Leadership, is also participating in this project, and is working with a variety of school-community initiatives to incorporate successful components of the Bridges To Success approach.

- The **West Philadelphia Improvement Corps** (WEPIC) works with other universities to develop similar community projects in other areas of the city and region as part of a regional consortium of institutions of higher education called the Philadelphia Higher Education Network for Neighborhood Development. In addition, with funding from the DeWitt Wallace-Reader's Digest Fund, it is working closely with three universities to replicate WEPIC-style programs in their city neighborhoods. Miami University of Ohio, the University of Kentucky and the University of Alabama were selected from a field of 56 applicants.
- The national office of **Communities In Schools** (CIS) is a major provider of training and technical assistance to its own local sites. It has also negotiated training arrangements with several initiatives in this sample including Bridges to Success, Missouri Caring Communities, and Kentucky's Family Resource and Youth Services Centers. Within this arrangement, affiliates agree to share certain program information and statistics with CIS in return for access to substantial training and technical assistance resources within the CIS network. The relationship allows CIS to broaden its knowledge base and helps to satisfy funders' outreach requirements.
- The **Children's Aid Society's** Technical Assistance Center targets specific sites to disseminate and adapt the CAS model. It is currently working with 25 schools in 11 cities across the country.

The center provides telephone consultation and tours, customized workshops, and a variety of materials including how-to workbooks and videos.

Elements of Effective Technical Assistance

While the school-community initiatives in this sample have benefited from many positive experiences with technical assistance, their comments suggest that not all technical assistance is created equal. Initiatives express strong preferences both in the way technical assistance is packaged and presented, as well as in the areas where it is most needed.

Three broad factors — relationships with the provider, selection of content and overall delivery — contribute to an effective technical assistance framework. In general, technical assistance appears to be most useful when:

- **Relationships** are ongoing and collegial. Frequent contact and mutual respect are often encouraged when technical assistance is provided in peer-to-peer models, when providers come from the community where the initiative is located, or when they are of the same ethnic or racial background as its staff and families.
- **Content** is based on a clear understanding of the initiative's purposes and strategies. Technical assistance reflects specific needs and focuses on core questions that the initiative wishes to address. Technical assistance is based on a broad range of research and practice-based information but consistently keeps the initiative grounded in its own vision.
- **Delivery** is structured around a clear framework agreed to by the initiative. It draws on a wide menu of approaches and tools. The pace is varied and providers are flexible. They know when to step back, when to push and when to revisit important issues. They also make sure that initiatives are in charge of deciding on next steps.

Major Technical Assistance Needs

Within this framework, which are the areas in which school-community initiatives most need and want training and technical assistance? Initiatives were asked to indicate their interest in several major areas:

- developing collaborative decisionmaking;
- establishing results and accountability;
- increasing parent and neighborhood participation;
- engaging public support;
- implementing effective activities;
- planning long-range financing;
- fostering professional development; and
- building community leadership (see Figure 19).

Individually, nearly half of the responding initiatives said they would like training in all eight areas. But the data show definite preferences. Eighty-nine percent want more assistance in relatively technical areas: designing results and accountability systems and developing long-range funding strategies. Some respondents rank-ordered their preferences. More than half of those who did so ranked accountability first. This finding is highly consistent with observations made throughout this report that better methods are needed by which initiatives can show impact and calculate both benefits and costs avoided.

Eighty-nine percent of respondents also said they would like assistance in building public support. Capturing public opinion and using it to leverage additional funding is of importance to most initiatives and clearly related to their interest in improved methods of accountability and finance. It is interesting to note, however, that public engagement was low on the priority list of those who rank-ordered their responses. This suggests that while public engagement is widely considered relevant, it is not necessarily viewed as pressing.

Improving their ability to build participation and leadership is a second major priority among school-community initiatives. This mirrors the field's growing interest in community involvement. Eighty-three percent selected parent and neighborhood participation, community leadership and professional development as areas in which they would like to do more work. A somewhat smaller percentage, 72 percent, chose collaborative decisionmaking.

Only half of all respondents said they needed help in designing and implementing effective activities. This finding suggests that programming is the area in which initiatives are most familiar and are least inclined to seek assistance. Based on other findings in this report, however, it is likely that if assistance were available on how to design activities that integrated major approaches, purposes and strategies in relationship to achieving specific results, interest would be much greater.

REFLECTION QUESTIONS

1. Does your initiative have a clear set of technical assistance priorities?
2. Is the technical assistance available to your initiative responsive to your needs? If not, how can you change it?
3. If you do not have a sustained source of technical assistance, are there other initiatives in your community with whom you might share technical assistance or seek the resources necessary to purchase it?

Profiles of Two Initiatives

Vaughn Family Center/Pacoima Urban Village

San Fernando, California

The Vaughn Family Center is located within the Los Angeles Unified School District in an elementary school that has been granted charter school status and has a much higher than usual degree of budget and decisionmaking authority. Initiated by a collaborative sponsored by the local United Way and an educational foundation, it was designed as a model for restructuring the delivery of health and human services to children and families. Along with case management, family support and health services, it also offers leadership development, job training and employment services.

As residents have assumed greater roles in the design and delivery of services, the focus has broadened into the creation of an "urban village" aimed at community development as well as service delivery. While maintaining its school-based center, the Vaughn initiative has extended its work into a nearby housing project and is giving more attention to poverty and economic issues affecting residents.

West Philadelphia Improvement Corps

Philadelphia, Pennsylvania

The West Philadelphia Improvement Corps (WEPIC) was born in 1985 during a seminar on Urban Universities and Community Relationships at the University of Pennsylvania. Students proposed a summer service learning corps that would involve local teenagers in community improvement projects along with Penn students and faculty. The work was scheduled to begin two months later with 50 students from five neighborhoods. But a citywide crisis — the firebombing of dozens of homes in a confrontation between police and a radical community group — cut even that minimal planning period in half. Aware of Penn's plans to launch a summer program, the city announced that a new youth corps would accept every young person who had been affected by the conflagration. WEPIC took shape in less than a month involving 112 students.

Since its overnight creation, WEPIC has evolved from a youth corps into its primary mission: building university-assisted community schools that provide education, recreation, social and health services for all members of the community, as well as revitalizing the curriculum through community-oriented, real-world problem solving. The initiative receives its $1.4-million budget from a variety of foundations and public-sector grants.

Thirteen elementary, middle and high schools provide sites for WEPIC activities during and after school hours. Activity areas are chosen by school principals and staff. Each site creates its own projects within WEPIC's general approach, which calls for problem-based, hands-on learning focused on community improvement. Focus areas include health, the environment, conflict resolution and peer mediation, desktop publishing, and extended-day apprenticeships in the construction trades. Extended-day and school day programs, reaching several thousand students each year, emphasize the integration of service learning with academics and job readiness and are often connected to the schools' thematic curricula.

MAPPING QUESTION:

To what extent is the field characterized by initiatives that are primarily school-led or community-driven?

OVERVIEW

In this section, two models commonly used to describe school-community initiatives — school-led and community-driven — are contrasted. Based on the data presented for all of the key features, the section re-evaluates the dichotomy between school-led and community-driven models and offers an alternative understanding of directions within the field.

FINDINGS

- The distinction between school-led and community-driven initiatives does not accurately describe the field nor the relative influence of schools and communities in these evolving partnerships. Findings suggest that the trend in the field is toward initiatives that are school-based and community-involved.
- The areas in which the field most closely reflects a school-led model are in day-to-day management and location of activities. However, there is a high degree of community involvement in the primary oversight and direction-setting of these initiatives. Even those governed directly by the school districts generally do so with the assistance of community-level, citizen advisory groups.
- Activities are widely aimed at family members and community residents as well as students and occur, at least to some extent, in a variety of sites besides the schools.
- The evidence suggests that as a whole, the field of school-community initiatives is not dominated by the education sector or focused primarily on a school-led agenda. The clear trend across the field is toward much greater community involvement in overall participation as well as in decisionmaking at both the community and site levels.

ANALYSIS AND DISCUSSION

School-Led vs. Community-Driven Models

One way to see patterns and understand diversity in a complex field is to construct a set of "ideal types" — theoretical models whose attributes highlight extreme differences in a given field. Although fully developed ideal types seldom exist in the real world, they can help to explain range and variation in what does exist. In the field of school-community initiatives, school-led and community-driven models are often contrasted as "ideal types." These models differ markedly along several dimensions including where and what kind of activities are provided, who participates, and who is in charge of general management and oversight.

In school-led models, activities are located in the school or at least on school grounds. In theory they are aimed primarily at students and reflect the school's organizational interests and resources. At the local level, the school or school district controls the initiative's planning and overall governance. The rationale for school-led models is based on the school's access to young people and the availability of space and facilities. As institutions, schools are well-established in their communities and provide a credible base for school-community operations. Schools also have management structures in place to acquire and administer funds and to direct programs.

In purely community-driven models, activities are not built around a single institution. Instead, there are several access points to services and activities within the community. Schools may provide one location, but churches, high rises, community centers, even job sites are likely to be more widely used. Family members; young people who have left school or who go to school outside the neighborhood; and residents of all ages, including students are the target of school-community initiative activities. Activities offered by community-based efforts reflect not only school concerns and resources but also a wide variety of approaches that speak to the community's needs and interests. A collaborative decisionmaking and community-based management structure ensures this broad-based focus. Residents and a cross-section of community partners, not just professionals, decide on and administer the who, what, where, when and how of their efforts.

Community-based models respond to several concerns about school-led efforts. Schools, as large bureaucratic structures, may be inclined to foster predictable, limited interventions rather than to experiment with innovation. They are often not comfortable settings for people who are intimidated by their size or whose own school experience has been difficult. And they are often so involved in their own academic mission that it may not be reasonable to expect them to become involved in additional purposes.

Direction Within the Field

How are the initiatives in this sample balancing these concerns? To what extent does the theoretical dichotomy between school-led or community-driven models reflect the field as a whole? An analysis of related findings suggests that a simple distinction between school-led and community-driven initiatives does not accurately describe the field nor the relative influence of schools and communities in these evolving partnerships. Reflecting the blending and integration of major approaches seen in Part One, school-community initiatives are much more likely to be school-based and community-involved.

In contrast to school-led models, data show that very few initiatives direct their activities primarily at students. In the vast majority, activities are designed to involve family members and, to a very large extent, community residents. Although the majority of activities in this sample's K-12 initiatives are located on school grounds, only about a fifth of the initiatives in this sample offer activities exclusively in schools. There is considerable involvement of community centers, churches, housing developments and other community locations.

The oversight of these initiatives also suggests something other than primary school control. Community collaboratives set policy and provide primary oversight to nearly half the initiatives in this sample. School districts play this role in over a quarter of cases but generally with the involvement of a community-level advisory group. And, while the education sector at both the state and local levels launched about a third of these initiatives and the state level has provided core funding to a roughly similar number, other sectors, particularly not-for-profit institutions, including community-based organizations, have been more significantly involved.

The areas in which the field most closely reflects a school-led model are in day-to-day management and location of activities. Fifty-three percent of the initiatives in this sample are managed on a daily basis by local school districts. In addition, two-thirds of the initiatives in this sample say that site coordinators at an average site report to, and are at least partially supervised by, school principals — even when they are not hired by the schools. Findings also show that the majority of activities related to these initiatives occur within the school buildings.

As long as school-community initiatives are school-based, that is, provide activities primarily on school grounds, it is reasonable to assume that school leaders will want to be closely involved in how activities are designed and implemented. As we discussed more fully under Key Feature #3 on Coordination and Staffing, a positive working relationship between the principal, as educational leader of the school, and the initiative, is a critical aspect of successful school-community initiatives. Not all sites have easily forged such alliances and maintaining them requires ongoing effort. However, across the field, the evidence suggests that school-community initiatives are by no means dominated by the schools or focused primarily on a school-led agenda. Instead, as the increasing influence and involvement of community residents and incorporation of community-focused concerns makes clear, initiatives are creating new boundaries and striking a balance between school concerns and community involvement.

REFLECTION QUESTIONS

1. Would you characterize your initiative as either school-led or community-driven?
2. What advantages can you see in a more blended approach, one that is school-based and community-involved?
3. What steps might you take to move toward a school-based and community-involved model?

Part Three

Strengthening Schools and Sustaining Innovations

This part broadens the focus of this report from a descriptive analysis of the features of school-community initiatives to a consideration of the impact these efforts are having on the quality of education. In its basic features, the field appears not so much either school-led or community-driven as moving toward deeper and more profound linkages with both. Its central focus, however, remains the school — as a physical place in the community, as an institution with major resources and as a set of relationships. As we have seen, schools exercise a considerable effect on the design and management of school-community initiatives. In this section, we turn the question around: How have school-community initiatives influenced schools? We also look at what initiatives are doing to sustain and expand their efforts.

This chapter is organized around two major mapping questions:

1. To what extent are school-community initiatives influencing what happens in schools, including classroom instruction and curriculum design?
2. What does it take to sustain and "scale-up" school-community initiatives over time?

MAPPING QUESTION #1:

To what extent are school-community initiatives influencing what happens in schools, including classroom instruction and curriculum design?

OVERVIEW

With schools facing extraordinary pressure to improve academic performance, school-community initiatives are increasingly faced with the question of how they are contributing to the achievement of that goal. This section explores how school-community initiatives are beginning to influence education reform and how their efforts are evolving.

FINDINGS

- The influence of school-community initiatives on specific aspects of school functioning follows an evolutionary path. It begins with parent participation, leads to changes in school environment, and eventually influences school policies and classroom instruction and curriculum.
- Every initiative sees increasing parent participation as a legitimate role and nearly all say they have seen moderate or substantial improvements in this area as a result of their efforts.

- In contrast, less than one-third currently sees designing curriculum as a direct area of responsibility and only a few have made significant inroads in this area.
- As initiatives mature, however, their influence may extend well beyond their original expectations. Findings suggest that the presence of school-community initiatives can lead to changes in classroom instruction and curriculum design even when initiatives are not directly attempting to change them. In this sample, 42 percent and 32 percent, respectively, consider influencing classroom instruction and designing curricula as within their purview.

ANALYSIS AND DISCUSSION

Roles of School-Community Initiatives in School Reform

What do initiatives see as their role in the schools? According to findings reported in the first part of this report, only 30 percent of respondents said school reform is their primary purpose. When school reform is defined as strengthening school functioning in specific areas, however, initiatives across the board say they are actively involved in at least some of these aspects.

The distinction between the term

Defining Areas of School Reform

Strengthening Parent Participation: This area focuses on increasing parents' active engagement with the schools. Efforts are designed to strengthen relationships between parents and school personnel and among parents by increasing opportunities for parents to enter the school as valued participants and partners in their children's education. These opportunities are open-ended and welcome parents not only in parent groups or as visitors in scheduled activities but also informally throughout the day including in classrooms, as well as formally in school decisionmaking teams.

Improving School Climate: This area of reform seeks to create an environment conducive to learning — a safe and supportive environment that allows all members of the school community to share ideas and work together on mutual goals. Efforts are grounded in a commitment to the school's educational mission and mutual respect among all members of the school community, including school administrators and staff, parents, teachers, students and community partners.

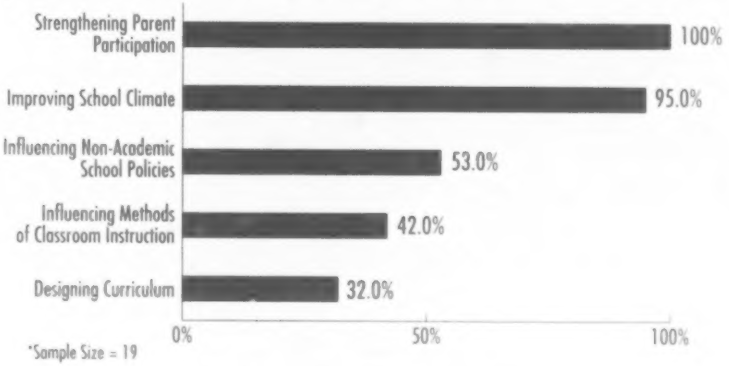
Influencing Non-Academic School Policies: Non-academic policies refer to the broad set of rules that determine how the school community should run. They do not deal with what students should learn or how teachers should teach. Non-academic policies often focus on student behavior, for example, dealing with discipline, attendance, expulsion or dress issues. They can also involve a wide range of issues having to do with the operation and governance of the school and its relationship to the larger community.

Influencing Methods of Classroom Instruction: Instructional methods focus on how teachers teach, including how learning environments are structured. Reform efforts in this area seek to strengthen ways in which schools help students grasp facts and concepts and use this material to solve problems, make connections and build a foundation for future learning.

Designing Curriculum: A curriculum is a comprehensive long-term plan for student learning in a specific subject or knowledge area. Curricula include what is to be learned and how it is to be taught. Reform efforts are aimed at making decisions about both content and manner of presentation such that agreed-upon student outcomes are achieved.

Figure 20

Initiatives Involved in Key Aspects of School Reform*



*Sample Size = 19

Every initiative see strengthening parent participation as a legitimate role while less than one-third sees designing curriculum as an important responsibility.

"school reform" and the phrase "strengthening school functioning" is an important one in most initiatives. While there is a clear interest in making a difference within the schools, initiatives emphasize that their role is not to tell schools how to do their job. Said one: "This is a chance to go into the schools and support them in their basic mission, not to reform them." At the same time, they agreed that school reform and the other major approaches to school-community initiatives are closely linked. Providing services and supports to children and families, expanding the depth and breadth of developmental learning experiences, and building neighborhood participation in critical issues they argued, "don't just set the stage for school reform, they actually are school reform."

In order to capture more details about what school-community initiatives are doing to strengthen school functioning, we asked initiatives which of the following areas commonly associated with school reform they saw as within their realm of responsibility and what kind of progress they were making in each:

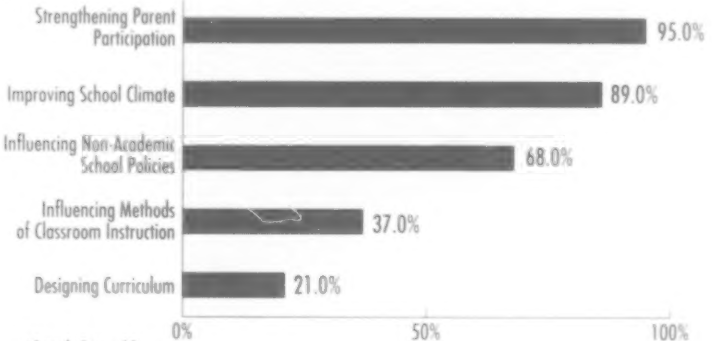
- strengthening parent participation;
- improving school climate;
- influencing non-academic school policies;
- influencing methods of classroom instruction; and
- designing curriculum.

Virtually all responding initiatives consider improving school climate and strengthening parent participation important areas of responsibility. (See Figure 20.) Over half say they have a role in changing non-academic school policies. Far fewer of these initiatives, 42 percent and 32 percent, respectively, consider influencing classroom instruction or designing curricula as within their purview.

This order holds according to the areas in which initiatives have experienced some success. Initiatives were asked to indicate in which areas they had made beginning, moderate, significant or no observable impact. As Figure 21 summarizes, 95 percent of responding initiatives said they had either moderate or substantial impact on parent involvement, with 89 percent reporting success in improving school climate. Sixty-eight

Figure 21

Progress in Key Areas of School Reform*



*Sample Size = 19

Parent involvement and improving school climate are the areas in which most initiatives report moderate or substantial impact. Changes in classroom instruction and curriculum are far less frequent.

percent of initiatives say their sites have had some influence on changing non-academic school policies, while 37 percent have seen some alteration in methods of classroom instruction and 21 percent in designing curricula.

Although significant impact in these last three areas is relatively low, it is likely to improve as initiatives mature. Findings suggest that the presence of school-community initiatives can lead to changes in classroom instruction and curriculum design even when initiatives are not directly attempting to change them. Informal comments indicate that initiatives see themselves as growing into an expanding role in school reform. As noted in Part Two's discussion of activities, a quarter of responding initiatives intend to expand activities focused particularly on classroom instruction and curriculum design as one of their five most important areas of growth.

Key Factors in Strengthening School Functioning

What these findings suggest is that the influence of school-community initiatives on specific aspects of school functioning follows an evolutionary path. It begins with parent participation, leads to changes in school environment, and eventually influences school policies and classroom instruction and curriculum. As initiatives mature, their influence may extend well beyond the initiative's original expectations. Several factors are critical in moving the process forward:

- constructive relationships with school staff;
- active parental involvement; and
- access to the school's decisionmaking process.

Constructive Relationships with School Staff

Influencing school functioning begins with — and largely depends on — the degree of trust built up between initiative staff and regular school personnel. Initiatives who have not earned the trust of school staff are typically viewed as "outsiders." They are kept at arm's length from important school business, especially from policy, instructional and curriculum issues. Working relationships focused on strengthening school functioning become possible only when administrators, teachers and other building personnel are confident that initiative staff will consistently follow through on its commitments and is genuinely involved in the school's well-being. It is also essential that initiatives make themselves available to assist school staff in areas teachers want to explore rather than imposing ideas and approaches where they are not of interest.

- When two teachers at Shaw Middle School in Philadelphia wanted to develop an environmental science program, they looked to **West Philadelphia Improvement Corps** (WEPIC) for help. Working in pairs, teachers and volunteers began by developing lesson plans, based on student interests, for more than 50 8th-graders in the first year. They supplemented classroom instruction on waste management and other environmental topics with hands-on experiences that reached out into the community such as organizing neighborhood cleanup days and removing graffiti from school walls. With the help of a University of Pennsylvania professor and students studying urban environmental issues, Shaw students joined in an environmental lead contamination study. After careful charting of paint and soil samples confirmed widespread contamination, students worked on a handbook to help the community learn how to minimize the risk of direct exposure.
- **WEPIC** involvement also helped Shaw and another neighborhood school win a $49,000 grant to help develop an outdoor garden to be used as an environmental education lab. In a relatively short period of time, Shaw's fledgling environmental studies program grew from 50 students to more than 200. It has developed into the Science Alliance, one of four learning communities that Shaw uses to teach its students reading, math and science skills.

- When the **Children's Aid Society** developed its Community Schools program in New York City, its primary concern was to reduce the non-academic barriers to school success by bringing health and social services to children and families in a school setting. Over time, as the working relationship between CAS staff and the schools strengthened, their focus expanded to address more directly school success. Today CAS has a comprehensive before- and after-school learning program — with content planned by teachers to supplement the school day curriculum. CAS has helped schools provide planning time for teachers and has also developed summer "think tanks" for curriculum development. These have resulted in substantial changes in reading instruction and bilingual approaches in the early grades.

Active Parental Involvement

Building positive relationships with school staff allows the process of influencing schools to begin. Strong parental involvement gives the process force and direction. When parents are actively involved in a variety of school-related activities, as volunteers, team members and parent leaders, as well as users of services, communication, understanding and respect between teachers and families grows. Parents can exercise a powerful authority, not only as their own child's first advocate but also as the eyes, ears and helping hands of the community. As their organized presence in the school increases, the school's overall climate is often strengthened by a sense of a shared responsibility and a sharper focus on young people's well-being. Parents become more aware of what is happening in the schools and can and do influence school policy and curricula.

- Parent leaders in the **Texas Alliance Schools** initiative have introduced a new "culture of conversation" in which both parents and schools say they are learning and doing new things. When parents at one elementary school learned about a gifted and talented curriculum being used with some children, they decided to use state money available through the initiative to purchase new classroom materials and use the same gifted and talented curriculum in regular classes. High expectations paid off. The percentage of children passing required standardized exams soared." School attendance, once the lowest in the district, is now the highest.

Learning from their success, parents continued to ask questions. Why weren't any of their children graduating and going on to school at the science magnet school located right in their own neighborhood? They knew their children needed strong science skills to compete for admission. Working with partners from the University of Texas, the school added a science-intensive 6th grade to the school. The approach kept children for an extra year in a highly supportive environment and has markedly increased young people's science skills. Over three years, as many as 15 students have qualified for admission to the magnet school.

- The Renaissance School in Queens, New York, is part of the **New Visions** initiative. Its curriculum relates traditional K-12 academic subjects to the geography, cultures, social history and economics of the entire city. Teachers work with the same group of students for two to three years, to encourage stability and strong relationships with students, as well as with their families. Parents are also actively involved in monitoring and evaluating student progress and the quality of school life in the school. Their input — along with findings from community members, students and teachers — are reviewed on a regular basis and used to adapt and improve the school's program and policies.
- **Children's Aid Society** community schools have parent coordinators who organize daily workshops and focus groups, often stemming from parents' suggestions and tailored to their needs. Some programs have been modified or created as a result of a constant review that is undertaken of needs. The

Grandparents-Kinship Program at P.S. 5 and computer classes at I.S. 218, are just two examples. A program that targets fathers — or any male figure relevant to the child's life — has been making steady progress. Also, fathers actively participate in early childhood programs, particularly in their home-based components.

Access to the School's Decisionmaking Process

Finally, in order to influence school functioning and what actually happens in classrooms, initiatives need access to formal avenues of school-based decisionmaking. School-community initiatives typically develop cross-sector teams at the site level to oversee and help implement the initiative but there is not always close interaction between these teams and "school-side" decisionmaking. Principals and teaching staff are involved, and issues related to school functioning, as they affect individual students, are often discussed. Decisions, however, as well as any in-depth discussion of matters directly related to teaching and learning, take place elsewhere — increasingly in school-run site management teams. In an effort to bridge this gap, more than 80 percent of initiatives say that sites are now directly represented, usually by the site coordinator, on school-based management teams. Formal access, while important, needs to be underscored by the school's understanding of the initiative's purposes, philosophy and what it is accomplishing.

- The Bowling Park Elementary School in Norfolk, Virginia, is part of the **CoZi Project**. Built into that model is a governance process including three teams: Student and Staff Support, Parents, and School Planning and Management. These mechanisms can make it easier for parents and initiative staff to have a voice in instruction and curriculum issues. But it is best when that voice is clear, encouraging and continuous. In Norfolk, CoZi participants consistently address teaching and learning issues by focusing on the notion of development and relationship building. According to staff, dialogue has increased and teachers are developing a more open approach to learning. They are giving themselves permission to say to themselves and their students: "I'm not there yet," and the confidence to say: "I know I can go higher."

The role of school-community initiatives in school reform is still evolving. The evidence suggests that they have had a substantial impact on parent involvement and school climate. In many cases, school buildings are becoming more parent-friendly and youth-focused. Initiatives have had a moderate effect on non-academic school policies, and they are beginning to influence what happens in classrooms. For the most part they are making an impact on curriculum and instruction by moving obliquely rather than by making a frontal assault on normal techniques. In the best cases, their presence is encouraging schools to redefine themselves not just as academic institutions but also as environments in which both young people and adults can develop a full range of talents and abilities.

REFLECTION QUESTIONS

1. Are the conditions in place for your initiative to play a larger role in school functioning?
2. Do you have the kind of relationship with the principal and other school staff necessary to influence school functioning? What can you do to strengthen that relationship?
3. Are parent groups in a position to begin to influence school functioning? How can you assist parents to become part of deliberations about how the school operates?
4. Is the initiative represented on the school-based management team? Are you using that position as effectively as possible to influence school functions? If you are not represented, how could you begin to participate?

MAPPING QUESTION #2

What does it take to sustain and "scale-up" school-community initiatives over time?

OVERVIEW

"Sustainability" and "Going to Scale" are among the most often used words and phrases in the social policy world. This section outlines key factors related to sustainability, and offers some questions and examples for initiatives seeking to move toward scale.

FINDINGS

- Stable leadership and long-term financing methods are vital to sustaining and expanding preschool-community initiatives.
- Diversified funding, careful site selection, visibility and organized constituent support are also important.
- "Going to scale" depends not only on increasing the number of sites but also on ensuring that the initiative's guiding principles penetrate and transform schools, their partner institutions and neighborhoods.
- Successful expansion requires clear goals, good timing and sufficient funding and support to maintain essential program features during periods of rapid growth.

ANALYSIS AND DISCUSSION

Sustaining School-Community Initiatives

By sustainability, we mean the power to endure. In particular, it means making the transition from a novel innovation — easy for funders and policymakers to support in the short term — to a matter-of-fact necessity that neither schools nor community could imagine being without.

Two essential ingredients keep community-schools initiatives in business: leadership and money. Leadership provides fuel and direction. Initiatives that last are led by people who know where they want to go and have the position, personality and power to make others want to come along.

Money buys time. It ensures that new efforts are large enough to attract attention and last long enough to build a constituency. Money can also help buy quality. School-community partnerships are designed to do a better job for children and families by using existing resources as efficiently and effectively as possible. But additional funding is needed to create an infrastructure stable enough to launch and maintain real innovations. As the initiatives in this report show, substantial improvement for children and families cannot be sustained on leftovers.

Findings from this study suggest that a variety of factors related to the broad themes of leadership and money contribute to sustainability. They include:

- diversified funding;
- careful site selection;
- visibility; and

- organized constituent support.

Diversified Funding

Sustainable initiatives typically have a core source of support, which they augment with income from a variety of funding streams. Multiple revenue streams make it possible for reductions in one area to be offset by income in another. Even initiatives that enjoy substantial and stable support from primary funders experience cuts and need to be prepared for them. Grant writing, fee-for-service income and local fundraising activities offer relatively immediate — albeit labor-intensive and short-term — ways to help make up the difference. Building a diversified funding base also means tapping into major public revenue streams like child care and community development block grants, Medicaid, the Early Periodic Screening Diagnosis and Treatment Program and the Title I program for the education of disadvantaged children.

- At Bowling Park Elementary School, a **CoZi Project** school in Norfolk, Virginia, the principal and CoZi team members decided to use Title I funds to bolster and fortify their basic early childhood and parent support initiative. Although Title I funds are often targeted on remediation, at Bowling Green they are being used to fund parent educators. These workers, often community residents, make home visits to families with young children. They provide support services and build a close relationship between home and school before the child is even enrolled. In other districts, where Title I is still primarily used for remediation, CoZi teams are applying for grant dollars to fund parent educators. Both revenue streams will cover costs, but Title I support offers long-range stability that grants, however generous, just cannot match.

Careful Site Selection

Initiatives have a better chance of lasting when sites are chosen carefully and given an opportunity to develop leadership and the capacity to meet the initiative's expectations.

- Washington's **Readiness-to-Learn Initiative**, for example, is committed to creating local consortia with the capacity to set goals regarding children and families, pool resources, plan strategies, and monitor progress toward agreed-upon results. Early on, most sites simply wanted to use state funds to buy services. A variety of training and technical assistance opportunities were structured by the state to help sites develop their consortia, bring key players to the table, and build trust and rapport among them. By the end of the first funding cycle 18 of 22 consortia had begun to see their roles more broadly — as vehicles by which to change systems. Four, however, continued to do little more than buy services. Before awarding continuing grants, the state looked closely at each consortium on three separate dimensions. What were they each doing? Who was involved? To what extent did participation reflect a cultural cross-section of the community? Two sites that clearly did not measure up were not funded; two were put on probation and given continuing assistance. By making expectations clear to sites, providing targeted training and a clear time frame within which to make improvements, Readiness to Learn has begun to build local capacity and increased the chances for its own sustainability.
- School districts in California must sign a sustainability agreement to continue supporting their current **Healthy Start** site operations before new grant monies can be awarded for additional sites.

Visibility

Visibility is the best form of outreach and it's the first step in building a strong constituency. Initiatives likely to survive are those that children, parents and community residents see making a difference every day.

In the neighborhood surrounding the Walbridge School in East St. Louis, Illinois, a **Caring Communities** site funded by Missouri's Family Investment Trust, staff and community volunteers regularly patrol street corners after school. In part, these patrols help younger children cross busy streets safely and create informal opportunities for conversation with parents and residents. In addition, by positioning themselves where gang members and drug dealers congregate, members of these street patrols demonstrably lay claim to the neighborhood. They encourage older youth who are loitering to move on or, better yet, to get involved in specific activities designed for their age group. When there is a serious incident, street patrol members pass information on to community police. The concern of Caring Communities in the Walbridge neighborhood is visible, consistent and designed to build relationships. As one participant put it, "school-community initiatives should be about access — not just to services, but to people."

Organized Constituent Support

Initiatives that survive embrace their role as advocates. The organized and vocal support of constituents is a key factor in sustaining programs and keeping child and family issues on the community's agenda. Frequent attendance at school board meetings, letter writing campaigns, and visits to elected representatives keep youth issues front and center. In New York City's Beacons initiative these efforts resulted in a major addition to the initiative's core budget for intensive services to families of Beacon students in foster care. Consistent efforts often lead to steady increases in support.

- In **St. Louis Park, Minnesota**, the organized efforts of community education advocates have increased state and local support. Volunteers and staff maintain a visible presence every day the legislature is in session. When relevant issues are being discussed, they make sure to be front row, center, taking notes. Throughout the session, they make individual visits to every legislator, not just those who are supportive. The idea is to keep lawmakers informed about what community education is doing and how important it is to their constituents. As one representative put it, "As long as we have relationships with people in power, the less likely they will be to pull the rug out from under us."

Going to Scale

The optimal size, measured in number of sites for school-community initiatives, varies widely. In this report, we define "going to scale" as:

> *Reaching a critical mass of innovation in the activities, relationships, activities and policies within school sites such that the operation of schools and organizations within an entire jurisdiction — at the school district level or beyond — permanently integrate the initiative's guiding principles.*

Achieving critical mass depends not only on the number of sites but also on the extent to which new activities and relationships penetrate and transform schools, their partner institutions and neighborhoods. Initiatives need to ask: What proportion of our children and our neighborhoods are we reaching? Are sizable numbers being left out? How directed and intense are our efforts? Are we consistently doing enough of what we believe is needed to expand young people's opportunities for growth and learning and increase their chances for success?

A number of initiatives in this sample are considering expansion and are moving forward with due speed. They know the importance of building on their own momentum, but they are also aware of the risks that can come with excessively rapid expansion. Unless adequate funding and sufficient program support are available, planners can unwittingly sacrifice key features that later may put the initiative in jeopardy. Conversely, failing to capitalize on their own success can reduce an initiative's credibility and dim its chances for expanded funding. Successful expansion, like all entrepreneurship, requires clear goals, calculated risk-taking and an ability to keep initiatives on course when times are lean.

- In Denver, **Family Resource Centers** are intent on meeting the school district's goal of doubling the number of centers by year 2000. But they are also determined to strengthen their current efforts and to create the best options for young people, not just quick and dirty replications. After a recent period of growth, participants have decided "to slow down for a while, develop an expansion plan, and then go forward full force."

- The Kentucky Legislature strongly supports the idea that every school in the state should have access to **Family Resource and Youth Development Centers**. Members have voted budget increases in each of the last three sessions, although the most recent increase was substantially smaller. In response, the initiative has rapidly increased the number of its school sites from 133 to 588 with several hundred additional schools using some degree of site services. During this same period, the number of regional coordinators responsible for providing local training and technical assistance was reduced from eight to five because of funding constraints. The initiative went ahead with the expansion while taking steps to restore at least the original number of coordinators. More than 600 additional schools are eligible for services but have not yet been funded. The initiative hopes to encourage legislators to follow through on their funding commitment by developing the ability of localities to communicate directly with their own elected members.
- **Healthy Start** programs now touch 25 percent of California's public schools, but moving the grant past the three- to five-year operational period has been challenging. Ninety-five percent of sites are still sustaining since 1992, but competition for the same local resources continues to increase as the state continues to award 50-75 new operational grants every year. Californians are pleading with their legislators to stop funding short-term competitive grant initiatives and begin institutionalizing the programs that already work.

REFLECTION QUESTIONS

1. How would you rate your initiative relative to key sustainability factors: leadership, money, diversified funding, site selection, visibility and organized constituent support? Would your colleagues agree with this assessment?
2. What steps could your initiative take to strengthen its "sustainability quotient"?
3. How many schools in your area need the kind of support the school-community initiatives can provide?
4. What strategies could your initiative take to begin to move toward "scale"?

Conclusion

The number of school-community initiatives has skyrocketed in recent years. The logic of these partnerships is incontrovertible. Schools have a first-order responsibility for ensuring young people's academic success, but that doesn't diminish the responsibility of the rest of the community to help create the conditions in which young people can succeed more broadly — not only in school, but also in their careers, in their civic responsibilities and eventually as parents. School-community initiatives provide a valuable setting in which to connect both school and community resources.

The diversity across these initiatives is daunting. School-community initiatives come out of several different reform and advocacy perspectives and reflect a dizzying set of design, management and funding arrangements. Such a high degree of variation has made it difficult for funders, community leaders and planners, practitioners and technical advisers to know best how to support, adapt and expand promising efforts and to advance the field as a whole.

We trust this report has helped put that diversity in perspective. Its purpose has been to bring into sharper focus the field's broad outlines, its key features and important lessons, and — most importantly — its trends and directions. The report's three major findings describe a high degree of coherence and forward momentum.

Major Finding From Part One

The field is not characterized by a collection of initiatives enmeshed in "reform wars," as some have feared.[41] Most initiatives, both long-standing community education programs and those launched more recently, have been influenced by one of four major advocacy and reform perspectives: services reform, youth development, community development or school reform. The direction in the field, however, is decidedly toward blending and integrating these initial orientations. Initiatives are well aware of the strength that derives from interlocking rather than stand-alone approaches and are consciously working to weave purposes and strategies together.

Major Finding From Part Two

The dichotomy between school-led and community-driven initiatives frequently used to capture key differences in school-community initiatives does not aptly characterize the field. They are more likely to be school-based and community-involved. The education sector, through state departments of education, school districts and at the building-level, does play a significant role in the creation and, particularly, management of these initiatives. And, in terms of location, activities are predominantly school-based. However, the clear trend across the field is toward much greater community involvement in all aspects of school-community initiatives, and particularly in decisionmaking at both the community and site levels.

Major Findings From Part Three

The ability of school-community initiatives to strengthen school functioning develops incrementally. Initiatives set the stage for school improvement by fostering positive relationships with staff, developing parent participation and leadership, and ensuring access to the school's decisionmaking process. The first evidence of positive change is usually seen in improvements in school climate, including greater respect and communication between school personnel and families and a broader awareness of all aspects of young peoples' well-being. As initiatives mature, most —

not just those for whom school reform is a primary purpose — see an increasing role in strengthening schools, including influencing classroom instruction and curriculum development.

The sustainability of school-community initiatives depends primarily on stable leadership and long-term financing methods. Diversified funding, careful site selection, visibility and organized constituent support are also contributing factors to longevity. In order to meet the needs of large numbers of children and families, expansion of most initiatives is necessary. Successful expansion, however, depends not only on increasing the number of sites but also on ensuring that the initiative's guiding principles penetrate and transform schools and their partner institutions. Reaching "scale" requires clear goals, good timing, and sufficient funding and support to maintain essential program features in both new and established sites during periods of rapid growth.

Recommendations

The still maturing field of school-community initiatives is rich in its variation. But it is a variation born of state and local inventiveness, rather than reflective of irreconcilable differences or fundamental conflict. Even though communication among school-community initiatives is neither easy nor ongoing, the findings in this study suggest they are all moving toward an interlocking set of principles. An accent on development cuts across them all. These principles demonstrate the extent to which the boundaries separating major approaches to school-community initiatives have blurred and been transformed. More importantly, they point to a strong sense of direction and shared purpose within the field.

Working with individuals on a one-to-one basis, with organizations including schools and a broad cross-section of public and private partners, and with entire neighborhoods, the field of school-community initiatives is working to:

- **Create opportunities** for young people and families to succeed by providing services, supports, learning and enrichment activities.
- **Foster relationships** between young people and caring adults; among agencies, organizations and institutions serving young people and their families, and within the neighborhood where school-community initiatives are located.
- **Build on individual strengths** rather than weaknesses. School-community initiatives meet young people, families and neighborhoods — as well as school and agency personnel — where they are and emphasize a "we can do it" attitude.
- **Stay focused on communitywide capacity.** The end goal of school-community initiatives is not only to help individual students and families succeed but also to develop the capacity within communities and neighborhoods to identify their own issues and marshal sufficient resources to solve problems. Over time, we believe that this kind of community capacity can help to improve the quality of teaching and learning in the schools, lead to service delivery methods that respond more fully to child and family needs, and help to improve the safety and economic vitality of neighborhoods.

A variety of recommendations flows from findings reported throughout this report. With additional support from funders, more targeted training and technical assistance, and the "relentlessness and passion" that characterize every one of the initiatives in this study, schools and communities will continue to transform themselves, enrich young people's lives and strengthen our collective future. Specifically, we recommend:

- Intensified involvement of the private sector in the creation, oversight and management of school-community initiatives to ensure the field's diversity, innovation and broad-based acceptability.
- Expanded public-sector leadership at all levels of government to provide incentives and support for increasing numbers of local efforts to cover start-up

costs, provide sustained core support and expand school-community initiatives at levels needed to reach large numbers of children.

- Expanded development of community-based collaborative bodies to provide oversight to school-community initiatives; ensure complementariness among separate, but related, reform efforts; strengthen public understanding of school-community initiatives, and formulate sustainable financing strategies.
- Organizing site selection and expansion plans around school clusters that include elementary, middle and secondary schools to ensure services, supports and opportunities appropriate to all age groups, including older adolescents.
- More activities during underserved times by increasing the location of activities at community-based locations, especially during weekends.
- Substantial and long-term technical assistance from all levels of government and the philanthropic community, focused especially on helping initiatives and sites work with key state and local partners to develop the key elements of a results-based accountability system. This includes selecting results, developing methods for tracking indicators, and measuring the financial impact of their efforts through both costs avoided and benefits accrued.
- A comprehensive range of training and technical assistance to help initiatives develop purposeful and coherent ways of integrating purposes, strategies and activities across services and major approaches, including services and school reform, and youth and community development.
- Increased communication, peer-to-peer technical assistance and networking among initiatives and sites to increase the rate at which communities can learn from and assist each other.

Endnotes

1 "Distinguished Schools Report: A Description of 56 School-Wide Title I Projects." Washington, D.C.: National Association of State Coordinators of Compensatory Education, December 1996, p 7

2 For a noteworthy contribution on efforts to connect services and school reform, see: Joy G. Dryfoos, *Full Service Schools: A Revolution in Health and Social Services for Children, Youth and Families.* San Francisco: Jossey-Bass, 1994

3 Typical stages in the collaborative process that inform many school-community initiatives are discussed in *Together We Can: A Guide for Crafting a Profamily System of Education and Human Services,* U.S. Departments of Education and Health and Human Services, 1993

4 *Addressing Barriers to Student Learning: Closing Gaps in School/Community Policy and Practice.* Los Angeles: The Center for Mental Health in Schools, 1997, Preface

5 *Addressing Barriers,* Executive Summary

6 For a good analysis of the limitations and continuing promise of collaborative efforts, see: *Path of Most Resistance: Reflections on Lessons Learned from New Futures.* Baltimore: Annie E. Casey Foundation, 1995. Also: *Building New Futures for At-Risk Youth: Findings from a Five-Year, Multi-Site Evaluation.* Washington, D.C.: Center for the Study of Social Policy, 1995

7 Shari Golan et al. *From Principles to Action: Local Implementation of California's Healthy Start School-Linked Services Initiative.* Menlo Park: SRI International, 1996, pp 4-18

8 Elizabeth B. Roy, "Serving the Whole Child," in *Harvard Graduate School of Education Journal,* December 1996, p 19

9 Dryfoos, p 171

10 Orland, Martin, Anna E. Danegger, and Eileen Foley. *Creating More Comprehensive Community-Based Support Systems: The Critical Role of Finance.* Washington, D.C.: The Finance Project, 1995, p 14. Also see Dryfoos, p 174

11 Hayes, Cheryl, Elise Lipoff, and Anna Danegger. *Compendium of the Comprehensive, Community-Based Initiatives: A Look at Cost, Benefits and Financing Strategies.* Washington, D.C.: The Finance Project, 1995

12 Rice, Jennifer King. *Conceptualizing the Costs of Comprehensive, Community-Based Support Systems for Children.* Washington, D.C.: The Finance Project, 1995

13 Quoted in Mary P. Thompson, "Communication Audit for CIS Wichita/Sedgwick County," 1997, p 16

14 Lisbeth B. Schorr. *Common Purpose: Strengthening Families and Neighborhoods to Rebuild America.* New York: Doubleday, 1997, p 115

15 This point is made specifically with reference to service integration initiatives in: Sharon Kagan with Peter Neville. *Integrating Human Services: Understanding the Past to Shape the Future.* New Haven: Yale University Press, 1993, p 123

16 See: Mark Friedman. *A Strategy Map for Results-Based Budgeting: Moving from Theory to Practice,* 1996 and *A Guide to Developing and Using Performance Measures,* 1997. Also useful is *A Guide to Results and Indicators* by Atelia Melaville. Both published by the Finance Project, Washington, D.C.

17 Friedman, 1996

18 Robert J. Illback and John Kalafat. *Evaluation Studies of the Kentucky Family Resource and Youth Services Centers Program: Compendium of Current Reports.* Louisville: R.E.A.C.H. of Louisville, Inc., 1996

19 See, for example, Chaskin and Richman. "Concerns About School-Linked Services: Institution-Based Versus Community-Based models in *The Future of Children* 2 (1), 1992, pp 107-117

20 Results that show a gain in passing rates from less than 25 percent to more than 80 percent may have been favored by a state waiver exempting special education, ESL or transient students from state exams. However, even taking this fact into account, reported improvement is still significant

21 Refer to earlier Adelman cite

Appendix A

Ranking of Purposes and Strategies Related to Major Approaches

	PURPOSES RELATED TO				STRATEGIES RELATED TO				
	Services Reform	Schools Reform	Youth Development	Community Development	Services Reform	School Reform	Youth Development	Community Development	Collaboration
Alliance Schools Initiative State of Texas	--	1	--	2	--	2	--	1	3
Beacons Schools New York, NY	4	5	1	2	3		1	2	4
Birmingham Community Education Birmingham, AL	3	4	1	2	5	4	1	2	3
Bridges To Success Indianapolis, IN	1	2	3	4	1	5	2	4	3
Caring Communities State of Missouri	1	2	1	1	1	2	1	1	1
Children's Aid Society Community Schools New York, NY	2	1	3	4	2	1	3	4	5
Communities In Schools, Inc. Alexandria, VA	2	4	1	3	2	5	1	4	3
Community Education Centers St. Louis, MO	1	2	3	4	3	1	4	5	2
Community Education Program St. Louis Park, MN	3	4	2	1	4	5	3	2	1
CoZi Project Yale University Bush Center New Haven, CT	2	1	--	--	2	--	--	1	--
Family Resource & Youth Services Centers State of Kentucky	1	2	1	2	1	2	1	2	1
Family Resource Schools Denver, CO	1	2	3	4	4	3	5	1	2
Full Service Schools Jacksonville, FL	1	2	--	--	1	5	4	3	2
Healthy Start State of California	1	--	2	3	2	--	3	4	1
New Beginnings San Diego, CA	2	3	4	1	1	--	4	3	2
New Visions for Public Schools New York, NY	1	1	1	2	--	1	1	1	2
Readiness-to-Learn Initiative State of Washington	1	1	1	--	3	4	1	2	2
School-based Youth Services Program State of New Jersey	2	--	1	3	2	5	4	--	1
Vaughn Family Center/ Pacoima Urban Village San Fernando, CA	1	1	2	1	1	1	1	1	1
West Philadelphia Improvement Corps Philadelphia, PA	3	4	1	2	4	2	1	5	3

Appendix B

Background and Scope of Initiatives

	Scope of Initiative	Initiated by	Planning Begun	Activities Started	Number of Sites
Alliance Schools Initiative State of Texas	State	Industrial Areas Foundation	1986	1986	146
Beacons Schools New York, NY	Local*	NYC Dept. of Youth & Community Dvlpmnt.	1990	1991	78
Birmingham Community Education Birmingham, AL	Local	School Districts	1968	1971	18
Bridges To Success Indianapolis, IN	Local*	United Way	1991	1993	28
Caring Communities State of Missouri	State	State Human Service Agencies	1988	1989	64
Children's Aid Society Community Schools New York, NY	Local*	Children's Aid Society	1988	1992	4
Communities In Schools, Inc. Alexandria, VA	National	Communities in Schools, Inc.	1970's	1977	1500+
Community Education Centers St. Louis, MO	Local	School District	1968; 1992	1994	16
Community Education Program St. Louis Park, MN	Local	School District	1972	1972	10
CoZi Project Yale University Bush Center New Haven, CT	National	Yale University, Bush Center	1990	1991	16
Family Resource & Youth Services Centers State of Kentucky	State	State Education Department	1990	1991	588
Family Resource Schools Denver, CO	Local	Piton Foundation	1989	1990	14
Full Service Schools Jacksonville, FL	Local	State Education Department	1991	1992	11
Healthy Start State of California	State	State Education Department	1991	1992	295
New Beginnings San Diego, CA	Local	New Beginnings Executive Committee	1988	1990	3
New Visions for Public Schools New York, NY	Local	Fund for the City of New York	1991	1993	41
Readiness-to-Learn Initiative State of Washington	State	State Education Department	1993	1993	117
School-based Youth Services Program State of New Jersey	State (Initiative replicated in Iowa)	N.J. Dept. of Human Services	1986	1988	48
Vaughn Family Center/ Pacoima Urban Village San Fernando, CA	Local	Family Care Collaborative	1992	1992	6
West Philadelphia Improvement Corps Philadelphia, PA	Local*	University of Pennsylvania	1985	1985	13

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*Strategy being replicated nationally with foundation support

Governance, Coordination and Technical Assistance

	Oversight Entity at Community Level	Manages Operations At Site-Level	Status of Coordinator at Site-Level	Site-Level Decision-Making	Connected to School Based Management Team	Ongoing Technical Assistance Resource
Alliance Schools Initiative State of Texas	N/A	School District	Part-Time	Core Leadership Team	Yes	Industrial Areas Foundation
Beacons Schools New York, NY	NYC Department of Youth and Community Development	Community Based Organizations	Full-Time	Community Advisory Councils	Yes	Fund for the City of New York, Youth Development Institute
Birmingham Community Education Birmingham, AL	School Board w/ City Community Education Advisory Board	School District	Full-Time	Community Education Advisory Councils	Yes	School District Division of Community Education
Bridges To Success Indianapolis, IN	BTS Council	United Way, IPS and ASC	Full-Time	Site Teams	Yes	United Way
Caring Communities State of Missouri	Community Partnerships	School District	Full-Time	Neighborhood Advisory Groups	Varies	Family Investment Trust
Children's Aid Society Community Schools New York, NY	CAS/School Board Partnership	Children's Aid Society	Full-Time	Informal & Formal Consultation	Yes	National Institute for Communities and Schools
Communities In Schools, Inc. Alexandria, VA	CIS 501c3 Boards	Local CIS Management Team	Varies	Site Teams	Yes	Communities In Schools, Inc.
Community Education Centers St. Louis, MO	School Board w/ City Govt. & Chairperson's Advisory Council	School District Office and Community Education	Full-Time	Community Councils	Yes	Am. Youth Foundation Res. Teams
Community Education Program St. Louis Park, MN	School Board w/ Citizens Advisory Council & Program Advisory Councils	School District Department of Community Education	Part-Time	Program Advisory Council	No	Community Education Department
CoZi Project Yale University Bush Center New Haven, CT	Varies	Schools w/ Advisory Committees	Varies	School Development Program, Parent Teams	Yes	CoZi Initiative
Family Resource & Youth Services Centers State of Kentucky	N/A	School District	Full-Time	Advisory Councils	Yes	Kentucky Family Resource & Youth Services Centers Coalition of Kentucky Fall Inst.
Family Resource Schools Denver, CO	School Board w/ Executive Committee Advisory Board	School District	Full-Time	Existing School Decision-making Teams	Yes	Piton Foundation
Full Service Schools Jacksonville, FL	Jacksonville Children's Commission	United Way	Full-Time	Neighborhood Oversight Committees	Yes	• United Way • Dept. of Children & Families • Children's Comm.
Healthy Start State of California	Healthy Start Community Collaboratives	School District	Full-Time	Schools Site Teams	Yes	Healthy Start Field Office
New Beginnings San Diego, CA	New Beginnings Executive Council	NB Council	Full-Time	Community Advisory Boards	Varies	New Beginnings Council
New Visions for Public Schools New York, NY	Board of Education & New Visions School Advisory Committee	Schools w/ Community Based Organizations	Full-Time	Parent Organizations	Yes	New Visions for Public Schools

continued

Appendix C

Governance, Coordination and Technical Assistance *continued*

	Oversight Entity at Community Level	Manages Operations At Site-Level	Status of Coordinator at Site-Level	Site-Level Decision-Making	Connected to School Based Management Team	Ongoing Technical Assistance Resource
Readiness-to-Learn Initiative State of Washington	Readiness-to-Learn Community Collaborative	School District	Full-Time	Site Teams	Yes	State Education Department
School-based Youth Services Program State of New Jersey	N/A	Varies (Schools, Community Based Organizations or Agencies)	Full-Time	Local Advisory Committees	Varies	State Office of School-Based Youth Services
Vaughn Family Center/ Pacoima Urban Village San Fernando, CA	N/A	NPO	Full-Time			
West Philadelphia Improvement Corps Philadelphia, PA	W. Philadelphia Improvement Corps.	NPO/WEPIC	Varies	Informal Consultation	Yes	University of Pennsylvania

Appendix D

Financing*

	Primary Source of Cash Funding**	Fiscal Agent	Cash Provided by Initiative to Avg Site Annually	% of Sites Raising a Portion Operating Costs	% of Operating Costs Covered by Redirected Resources	Schools Help w/ After Hours Utility & Secutiry Costs	Charge Fees for Some Services	Long Range Funding Strategy
Alliance Schools Initiative State of Texas	State Legis. thru State Ed. Dept.	School District	Less than $100K	76-100%	Less than 25%	Yes	No	Yes
Beacons Schools New York, NY	Local Government	NYC Dept. of Youth & Community Development	$395K	76-100%	Less than 25%	Yes	No	Yes
Birmingham Community Education Birmingham, AL	• Local Govt. • School Dist.	School District	$90K	76-100%	26-50%	Yes	Yes	Yes
Bridges To Success Indianapolis, IN	• United Way • IPS	United Way	$1,500	26-50%	26-50%	Yes	No	Developing
Caring Communities State of Missouri	Mulitple Government Agencies - State	Varies	$200K	50-75%	26-50%	Yes	Yes	Yes
Children's Aid Society Community Schools New York, NY	Foundations	Children's Aid Society	$1.2 Million	76-100%	Less than 25%	Yes	Yes	Yes
Communities In Schools, Inc. Alexandria, VA	Varies	CIS 501c3 Board	All Raised at Community Level	Less than 25%	51-75%	Yes	Yes	Yes
Community Education Centers St. Louis, MO	• Local Govt. • School Dist	School District	$100K	76-100%	26-50%	Yes	Yes	Yes
Community Education Program Yale University Bush Center St. Louis Park, MN	• Fees • Local Govt. • School Dist.	School District	$250K	76-100%	76-100%	Yes	Yes	Yes
CoZi Project New Haven, CT	Varies	School District	All Raised Locally	100%	Varies	Yes	Yes	Varies
Family Resource & Youth Services Centers State of Kentucky	State Leg. thru State Ed. Dept.	School District	$75K	51-75%	Less than 25%	Yes	Yes	Yes
Family Resource Schools Denver, CO	• Foundations • Local Govt. • School Dist.	School District	$35-50K	76-100%	26-50%	Yes	Yes	Yes
Full Service Schools Jacksonville, FL	• State Ed. Department • United Way	United Way	$80K	Less than 25%	26-50%	Yes	No	No
Healthy Start State of California	State Leg. thru State Ed. Department	School District	$300K	76-100%	51-75%	Yes	Yes	Yes
New Beginnings San Diego, CA	Multiple Govt. Agencies - Local		Less than $100K	76-100%	51-75%	Yes	No	Yes
New Visions for Public Schools New York, NY	Foundations	School District	$30K	76-100%	76-100%	Yes	No	Yes

continued

Appendix D

Financing* *continued*

	Primary Source of Cash Funding**	Fiscal Agent	Cash Provided by Initiative to Avg Site Annually	% of Sites Raising a Portion Operating Costs	% of Operating Costs Covered by Redirected Resources	Schools Help w/ After Hours Utility & Secutiry Costs	Charge Fees for Some Services	Long Range Funding Strategy
Readiness-to-Learn Initiative State of Washington	State Leg. thru State Education Department	School District	$100-300K	76-100%	26-50%	Yes	Yes	Yes
School-based Youth Services Program State of New Jersey	State Leg. thru Dept. of Human Resources	Varies	$230K	51-75%	26-50%	Yes	No	Varies
Vaughn Family Center/ Pacoima Urban Village San Fernando, CA	Foundation		Less than $100K	76-100%	76-100%	Yes	No	Yes
West Philadelphia Improvement Corps Philadephia, PA	Foundations	West Philadelphia Partnership	N/A***	76-100%	51-75%	Yes	No	No

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*Answers reflect an average site

**Data reflect combined state and local responses

***WEPIC calculates based on project rather than on site budgets

Appendix E

Activities and Participation*

	Location of Activities	Ed. Levels at School Sites Elem/MS/HS	Key Activities	HOURS OF OPERATION						Avg. # of participants	Plans for Expansion? per Site
				During School	Before School	After School	Evenings	Weekends	Summer		
Alliance Schools Initiative State of Texas	School & Community		Before & After School Age Child Care; Community Oganizing; Employment & Job Training; Parent Ed; Tutoring/Literacy							700+	Yes
Beacons Schools New York, NY	School	Elem/MS/HS	Comm. Service Opp; Leadership Development; Parent Education; Recreation; Tutoring/Literacy	Routinely	Routinely	Routinely	Routinely	Routinely	Routinely	300-700	Yes
Birmingham Community Education Birmingham, AL	School & Community	Elem/MS/HS	Child care; Employment/ Job Training; Parent Education; Referral Services; Tutoring/Literacy	Routinely	Routinely	Routinely	Routinely	Occasionally	Routinely	700+	Yes
Bridges To Success Indianapolis, IN	School & Community	Elem/MS/HS	Before & After School Age Care; Education/Community Organizing; Leadership Development, Mentoring, Parent; Tutoring/Literacy	Routinely	N/A	Routinely	Routinely	N/A	Routinely	300-700	Yes
Caring Communities State of Missouri	School & Community	Elem/MS/HS		Routinely	Occasionally	Routinely	Routinely	Routinely	Routinely	300-700	Yes
Children's Aid Society Community Schools New York, NY	School	Elem/MS	Before & After School Child Care; Health Services; Infant & Toddler Program; Parent Education; Recreation	Routinely	Routinely	Routinely	Routinely	Routinely	Routinely	1500+	No
Communities In Schools, Inc. Alexandria, VA	School & Community	Elem/MS/HS	Case Management; Career Development; Community Organ.; Mentoring Tutoring/Literacy	Routinely	Routinely	Routinely	Occasionally	Occasionally	Occasionally	300-700	Yes
Community Education Centers St. Louis, MO	School & Community	Elem/MS	Case Management; Leadership Development; Other; Recreation; Tutoring/Literacy	Routinely	Occasionally	Routinely	Routinely	Occasionally	Routinely	700+	Yes
Community Education Program St. Louis Park, MN	School & Community	Elem/MS/HS		Occasionally	Occasionally	Routinely	Routlinely	Routinely	Routinely	700+	No
CoZi Project Yale University Bush Center New Haven, CT	School & Community	Elem	Child care; Infant & Toddler Leaderhsip Develop; Parent Education; Tutoring/Literacy	Routinely	Routinely	Routinely	—	Routinely	Routinely	300-700	Yes
Family Resource & Youth Services Centers State of Kentucky	School & Community	Elem/MS/HS	Before & After School Age Parent Education; Preschool Child Care; Referral Services	Routinely	Occasionally	Routinely	Occasionally	Occasionally	Routinely	300-700	N/A
Family Resource Schools Denver, CO	School & Community	Elem	Before & After School Age Care; Case management; Community Organizing; Parent Education; Tutoring	Routinely	Occasionally	Routinely	Routinely	Occasionally	Routinely	300-700	Yes
Full Service Schools Jacksonville, FL	School & Community	HS	Case Management; Counseling; Mentoring; Other(s); Referral Services Tutoring/Literacy	Routinely	—	Routinely	Ocassionally	Occasionally	Routinely	300-700	Yes
Healthy Start State of California	School & Community	Elem/MS/HS	Case Management; Parent Education; Primary Health Services; Referral Services; Tutoring/Literacy	Routinely	Occasionally	Routinely	Routinely	Occasionally	Occasionally	300-700	Yes
New Beginnings San Diego, CA	School & Community	Elem/MS	Case Management; Infant & Toddler Program; Mental Health; Primary Health Services; Referral Services	Routinely	Occasionally	Routinely	Routinely	Occasionally	Routinely	700+	No

continued

Activities and Participation* *continued*

	Location of Activities	Ed. Levels at School Sites Elem/MS/HS	Key Activities	HOURS OF OPERATION						Avg. # of participants	Plans for Expansion? per Site
				During School	Before School	After School	Evenings	Weekends	Summer		
New Visions for Public Schools New York, NY	School	Elem/MS/HS		Routinely	Routinely	Routinely	—	—	—	100-300	Yes
Readiness-to-Learn Initiative State of Washington	School & Community	Elem/MS/HS	Case Management; Employment/Job Trainng; Leadership Development; Mentoring; Referral Services	Routinely	Routinely	Routinely	Occasionally	Occasionally	Routinely	300-700	Yes
School-based Youth Services Program State of New Jersey	School	Elem/MS/HS	Family Counseling; Health; Health in Fam; Substance Abuse	Routinely	Routinely	Routinely	Routinely	Occasionally	Routinely	700+	Yes
Vaughn Family Center/ Pacoima Urban Village San Fernando, CA	School & Community	Elem	Community Organizing; Economic Development; Employment & Job Training; Leadership Development; Tutoring/ Literacy	Routinely	Occasionally	Routinely	Routinely	Occasionally	Routinely	300-700	N/A
West Philadelphia Improvement Corps Philadelphia, PA	School & Community	Elem/MS/HS	Career Development; Community Services Opp.; Employment/Job Training; Other Recreation; Curriculum Revitalization	Routinely	Routinely	Routinely	Routinely	Routinely	Routinely	300-700	Yes

Appendix F

Partners in Community Schools Mapping Project

Institute for Educational Leadership

The Institute for Educational Leadership (IEL) is a nonprofit, nonpartisan organization whose mission is to strengthen the capacity of individuals and organizations to work across the boundaries of institutions, beliefs and values to improve the education and well-being of children and youth. IEL pursues its mission through three cross-cutting functions:

- leadership — preparing and supporting people to lead change within and across institutions;
- policy — providing tools, information and multiple perspectives to create and improve policy; and
- bridging — building effective relationships among individuals and institutions to meet the complex needs of children and families.

IEL's work focuses on school-family-community connections, improving systems that support children and families, governance of education and related support for children and families, improving preparation for work, and preparing and supporting leaders.

Other activities include staffing the Emerging Coalition for Community Schools; technical assistance to local school-community initiatives, with a particular emphasis on the role of local United Ways; research on the role of community-building in education reform and related topics; and development of public policies that further school-family-community connections.

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National Center for Community Education

The National Center for Community Education (NCCE) has been in operation since 1962 to promote community education by providing training to further the development and skills of people who are interested in community schools or who are implementing community education. The mission is to provide state-of-the-art leadership development training and technical assistance focusing on community and educational change.

NCCE's training sessions provide a variety of workshops with outstanding resource people, visits to exemplary sites and opportunities to learn from each other. Participants come from throughout the United States and Canada as well as other nations from around the globe.

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Center for Youth Development and Policy Research Academy for Educational Development

The Center for Youth Development and Policy Research was established in 1990 in response to growing concern about youth problems. The center's mission is to be both opportunistic and strategic on a national and local level in shifting the public debate and commitment from youth problems to youth development.

The center's goals are:

- to make "what works" available so that all youth become productive and involved citizens;
- to increase the number of people, places

and possibilities available to all young people by the year 2005;
- to strengthen and support local systems in building comprehensive youth development infrastructures; and
- to increase public will to support positive youth development for all youth.

Working both across the nation and intensively in targeted localities, the center acts as a capacity builder, visionary, educator and information broker. Its work includes research, public education, training and technical assistance, and local mobilizing in initiatives such as community schools, community youth mapping and youth budget guides.

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Chapin Hall Center for Children
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Chapin Hall Center for Children is a research and development center focusing on the needs of children and the ways in which those needs can best be met. The center focuses its work on all children, while devoting special attention to those facing special risks or challenges, such as poverty, abuse and neglect, and mental and physical illness.

Chapin Hall's major areas of research are:
- children's services — covering the problems that threaten children and the services designed to address those problems;
- primary supports — concerning programs and resources such as arts, sports, and others that enhance the well-being and development of children;
- community-building — focusing on comprehensive community-building initiatives designed to make communities more supportive of children and families; and
- schools' connections — with the resources around them.

Work in the school area examines the distribution of responsibility for the development of children and for attention to their problems as it is now shared, and as it might be, among schools and services, supports, businesses, and others such as religious and civic organizations.

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Appendix G

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